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Housing Element 2001-2006 of the City of Alameda General Plan

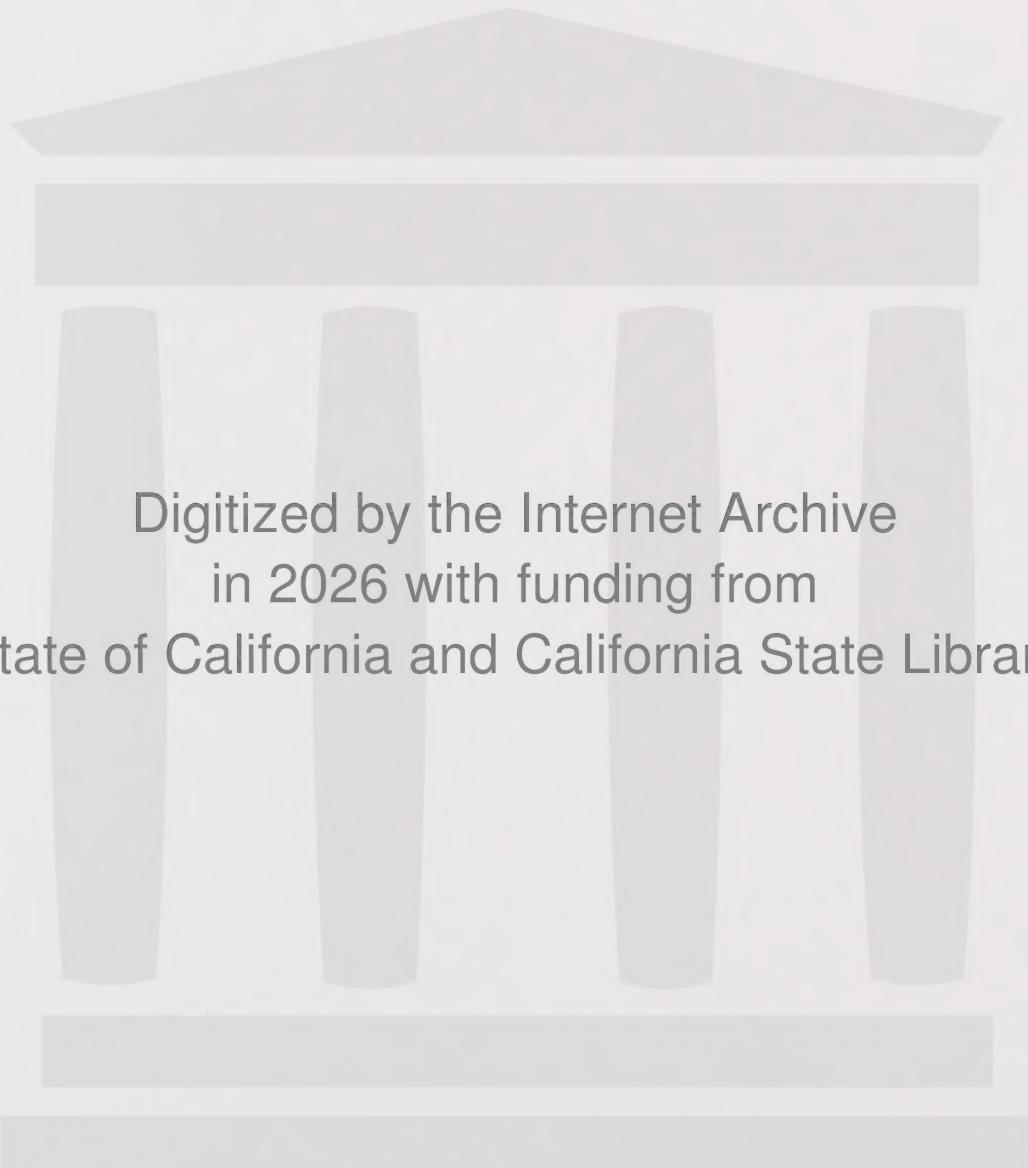


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City of Alameda – Housing Element 2001-2006

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SUMMARY

Alameda is a very desirable community and it is not uncommon to hear residents express the sentiment, “I love Alameda.” It has a lot to love. In a recent survey, 90 percent of the respondents rated the quality of life in Alameda as good or excellent. This diverse island community has grown and evolved over many decades, yet maintains a small town ambiance in the center of the San Francisco Bay Area, a metropolitan region of six million people. There is a community intimacy and familiarity that reflects multiple family generations and an uncommon and informal social integration of City services, schools, and nonprofit service organizations. It is a community in which the teacher and student of the month are regularly acknowledged and honored. It is a city where City officials are accessible and community commentary is regular and prolific.

A. History¹

The City of Alameda was dubbed Bolsa de Encinal by Spanish explorers because it was a peninsula shaped like a purse (bolsa) and covered with oak groves (encinal). The area was a small portion of the Rancho de San Antonio, five “leagues” of land (about 45,000 acres) granted in 1820 by Spain to Don Luis Peralta for his meritorious service as a soldier.

In 1842 Peralta subdivided the land, giving Bolsa de Encinal to his son Antonio. The peninsula was used for cattle grazing until the 1849 Gold Rush, whose zealous “argonauts” needed sustenance and fuel. Demand for these commodities spurred San Francisco entrepreneurs to cross the Bay, where they leased much of Bolsa de Encinal to cultivate fruits and vegetables and to cut down oaks for firewood and charcoal.

¹ This history section was retrieved August 14, 2001 from “Alameda Architectural Preservation Society” website: <http://www.alameda-preservation.org/ahistory.html> and the “Visit Alameda” website: <http://www.visitalameda.com/history.html>

In 1851 attorney William Chipman and carpenter Gideon Aughinbaugh established a town called Alameda (avenue of trees) at the east end of the peninsula. Later, other villages grew up: Woodstock in the west end and Encinal in the middle. The three were incorporated as the City of Alameda under the charter of 1872.

Excellent transportation and temperate weather made Alameda a popular home for San Francisco commuters. A.A. Cohen's steam railroad and ferry line began service in 1864; the South Pacific Coast Railroad opened up in 1878. Eventually taken over by the Southern Pacific, both lines stopped at fetchingly designed stations, whose locations are commemorated by signs along Lincoln, Encinal, and Central Avenues. Clusters of homes and commercial, civic, and religious structures were built. Thousands of these structures are still intact, a remarkable legacy for a city as small as Alameda.

The new city charter in 1884 began a decade of explosive civic improvements including paved streets, house numbering for mail delivery, litter collection and water and sewer systems. An electric plant was constructed, streetlights were installed, phone lines were developed and the grand city hall was constructed. Alameda's population blossomed to 14,000. Alameda became an island when the Army Corps of Engineers completed the Tidal Canal in 1902, which severed the peninsula from Oakland.

Alameda grew steadily for the next four decades until the early 1940's when the Alameda Air Station was built on reclaimed marshlands. The population grew from 36,000 in 1940 to an amazing 90,000 in just five years, due to the Air Station and shipyard activity during World War II. At this time the need for housing was critical and many units were added to residential basements and hundreds of units of public "war time" housing were constructed. After the war, the population declined to 64,000 in 1950, and a slower, steady growth began. Later developments included the now demolished Neptune Beach amusement park at the foot of Webster Street and major bayfill projects-the Naval Air Station (1940), South Shore (1950s), and Bay Farm Island tidelands (1960s).

Alameda is a pleasant and functional mix of housing and facilities (both commercial and public) which provides a rich and stimulating environment without being congested and busy. This environment encourages foot and bicycle travel and development on an "urban village" scale. Preservation of the history has always been prevalent in the minds of Alameda's town leaders, and as a result, the city possesses one of the highest concentrations of architecturally significant buildings in the Bay Area. Over 3,000 Victorian, Queen Anne, Eastlake, Shingle, Craftsman and Italianate homes and structures built around the turn of the (20th) century still exist.

B. Need for Housing

Alameda is also a community in transition. New residents have higher incomes, and many work in the growing high tech sector. Regionally, housing prices are increasing dramatically as population pressures lead to a shortage of residential units. High housing costs can make it difficult for companies to attract new employees to the Bay Area

region, while some long-term residents are faced with the difficult prospect of moving out of the city to less expensive areas. Lower income households are especially facing increasing difficulties finding affordable housing.

In response, the City must plan carefully to provide adequate housing for all income levels and maintain a sound jobs/housing balance by providing for responsible development of new residential units. As approximately 900 acres of the former Alameda Naval Air Station and the Fleet Industrial Supply Center are redeveloped into housing, offices and businesses, the City must ensure remediation of contaminated sites and provide for new infrastructure development.

C. Housing Element

The update of the Alameda Housing Element is important in supporting the high quality of life in Alameda while providing housing for its existing and future residents. The Housing Element is a policy document that must be adopted by the City Council. It will guide future decisions on all aspects of existing and new housing. These policies address housing issues ranging from conservation and preservation to new housing and the City's role in development. Most importantly, the Housing Element sets goals for the future.

The State of California requires local governments to plan for their share of anticipated regional housing needs. This process is guided by the Association of Bay Area Governments (ABAG) and results in an allocation of housing units to meet the jurisdiction's "fair share" of the regional goals. Alameda's allocation is set at 2,162 new units, of which 1,319 units are identified for very low, low and moderate-income families.

The Housing Element attempts to coordinate and harmonize the various public interests at work in Alameda. It recognizes the importance of protecting the City's existing housing stock and particularly its historic and architectural character, while providing housing opportunities for all income ranges. In planning for this need, the City is fortunate to have significant former military land available for redevelopment. However, there are key issues that must be addressed in order to utilize these properties. These include the complex and slow processes for transferring federal land, clean up of contaminated properties, significant traffic constraints, infrastructure replacement requirements, and adequately addressing school, recreation, and open space needs.

In addition to developing newly available land, there are opportunities to develop remaining vacant parcels and to add new dwelling units to parcels already containing at least one dwelling. Under the development concept proposed in the Housing Element, needed housing can be provided without the destruction of the city's legacy of high-quality historically significant residential construction.

The Housing Element identifies adequate sites to meet the City's existing and projected housing needs for all income groups. The City is challenged to establish quantified objectives for the provision of housing, and particularly the provision of affordable units.

Even with the recent economic slowdown, the city must contend with regional and local housing markets that have produced the highest prevailing housing costs in the nation. *The Housing Element, based on an analysis of the City's past experience and reasonable assumptions for the future, projects that Alameda will meet its ABAG "fair share" allocation during the 2001-2006 time frame of the Housing Element.*

This Housing Element includes goals, policies, implementation programs, and objectives for these programs. It sets out two basic goals: 1) to provide housing, particularly affordable housing to meet the residents' needs; and 2) to maintain and enhance the City's exceptional quality of life.

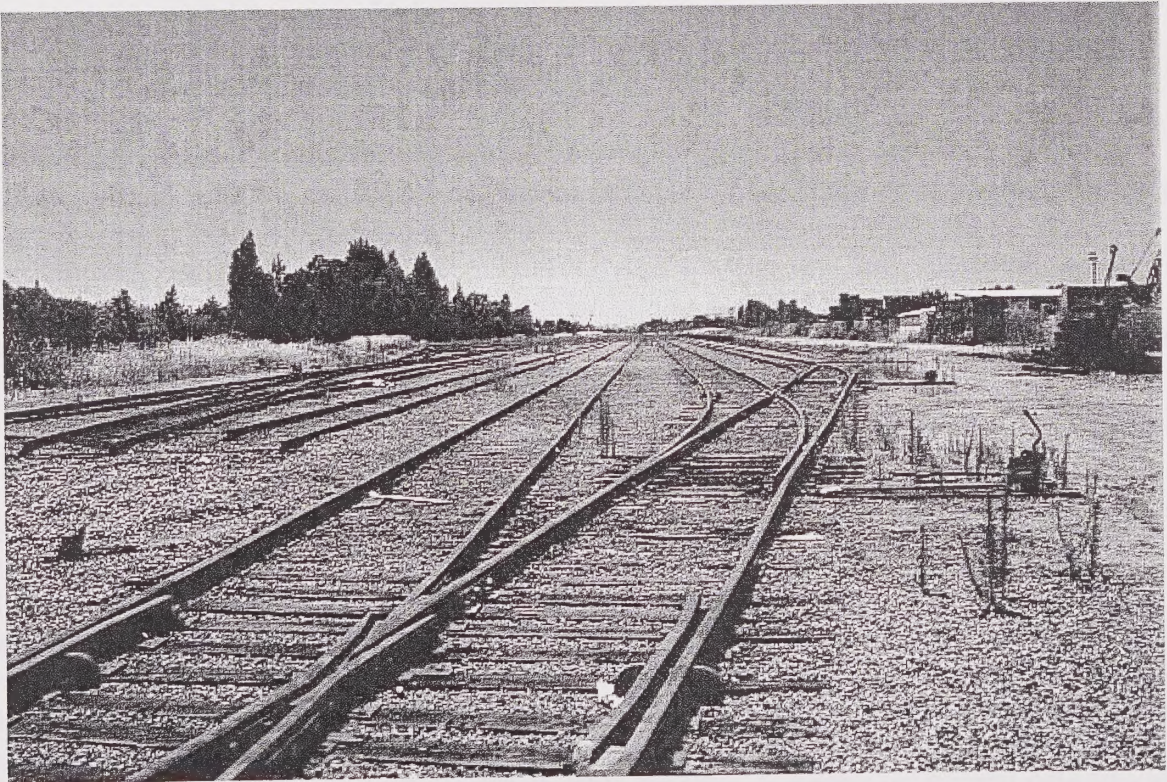
The Housing Element policies address the provision of housing through new construction and substantial rehabilitation, especially housing accessible to very low, low and moderate-income households, through the creation of homeownership opportunities and expansion of rental opportunities. Regarding the goal of retaining and enhancing Alameda's quality of life, the Element includes policies aimed at neighborhood preservation, housing rehabilitation, seamless integration of new neighborhoods with the old, retention and expansion of affordable "work force" housing, and replication of the Alameda mix of housing and tiers of affordability. Other policies are aimed at preventing discrimination in the housing market and providing for the needs of the homeless and those requiring transitional housing.

The implementation programs in the Housing Element describe specific actions the City intends to undertake to achieve the Housing Element's goals and policies. The program objectives describe what each program is intended to achieve during the 2001-2006 planning period. The Housing Element is the City's official blueprint for addressing a range of issues regarding housing and the provision of housing. It is one of the most important elements of the General Plan and is the enduring guide for future government decisions. Government decisions and regulations must be to be consistent with the document as it is implemented or amended by the City Council from time to time.



Alameda

CHAPTER I INTRODUCTION



CHAPTER I INTRODUCTION

A. The Housing Element Requirement

Every jurisdiction in California must have a General Plan and every General Plan must contain a Housing Element. It is one of seven mandated elements in the General Plan: land use, housing, circulation, open space, noise, conservation, and safety. State law requires the Housing Element be updated every five years (although the requirement was waived for 1995). It requires the revised Housing Element be adopted by the local jurisdiction and submitted to the California Department of Housing and Community Development (HCD) to assist the City in ensuring that it meets minimum requirements. State law defining the requirements of the Housing Element is as follows:

“The housing element shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, financial resources, quantified objectives, financial resources, and scheduled programs for the preservation, improvement and development of housing. The housing element shall identify adequate sites for housing, including rental housing, factory-built housing, and mobile homes, and shall make adequate provision for the existing and projected needs of all economic segments of the community.”

The Housing Element is the City’s blueprint for meeting all of its housing needs, including housing affordable to low and moderate income families. It also outlines an implementation plan for attaining the City’s housing goals - including ABAG’s “fair share” allocation. This allocation designates a certain number of housing units for very low, low, moderate and above moderate income households that the City needs to try to accommodate in its future housing plans. This five year planning document covers the period July 2001 through June 2006 (units completed since January 1999 count towards the City’s “fair share” goals per HCD.)

B. Process of Revising the Housing Element

This Housing Element is a significant revision of the Element adopted by the City Council of the City of Alameda on December 4, 1990 and subsequently amended on December 3, 1991. The State’s deadline for adoption of the Housing Element update is before most of the 2000 Census results are available. Thus, the City has had to rely on data other than the current census to reflect existing conditions. The 1990 Census is used throughout this document, but it is clear that the community has changed significantly in the past 11 years. To provide a more accurate picture of Alameda in 2000, this Housing Element also uses data obtained from the City’s Planning and Building Department as well as other sources. The need for current data was also the major impetus for commissioning a telephone survey (“housing survey”) on housing issues, and its results are cited throughout the document.

The preparation of this Housing Element update has included a lengthy public participation process of dozens of public meetings and hundreds of hours of work by citizen volunteers. This process was composed of four distinct efforts: the Ad Hoc Committee on Homeownership; the Housing Forum; the Implementation Program for the Economic Development Strategic Plan; and the Housing Element process. Each effort approached housing issues from somewhat different perspectives but all addressed the need for affordable housing resulted in proposed new policies, some of which are included in Chapter II (See Appendix N for more information regarding these initiatives.)

1. The Ad Hoc Committee on Homeownership

On November 20, 1997, the City Council established an Ad Hoc Homeownership Committee. The purpose of this committee was to consider and recommend policies supporting the City's goal of achieving 60 percent home ownership. The Ad Hoc Homeownership Committee was composed of interested citizens including representatives from the Housing Commission, the Economic Development Commission, Planning Board, Social Services Human Relations Board, and the Alameda Association of Realtors. The Committee met on a regular basis and had an ambitious schedule of public meetings and seven public presentations (see Appendix C).

From the initial brainstorming sessions, many issues impacting home ownership and housing affordability were identified. The Committee divided into working groups to focus on the areas of education, income and finance, legislation and process, and production and construction. By September 1998, each working group of the Committee had formulated a goal statement to guide its work and made important findings. These findings were translated into a number of policy recommendations addressing such issues as livability and affordability and guidelines regarding City expectations for the production of affordable housing. Seven of nine recommended policies were adopted by the City Council on November 9, 2000, and have been included in the Housing Element.



2. The Housing Forum

In December 1999, the City Manager initiated a citizen stakeholders' panel via a public forum to identify and discuss housing issues. This panel held five well-attended public meetings which focused on the development of a comprehensive housing strategy addressing housing needs at all income levels, types of housing (rental and ownership) and communities, as well as the rapidly escalating cost of housing. An extensive outreach effort was conducted which included five issues of a newsletter, the *Alameda*

Housing Times, mailed to more than 1,500 interested families and posted on the city's website. The Forum's objective was to assist the City in addressing the critical need for housing and to provide input in the development and implementation of housing policies. The Forum included community-based and City-sponsored organizations and stakeholders including affordable housing advocates, the business and educational communities, and homeowner and renter representatives.

The Forum recommended that the public policy of the City of Alameda should be to create housing opportunities, supported by its General Plan, for people of all incomes, family structures and cultures with priority given to people who live or work in Alameda. Through a process of engagement and facilitated discussion, the Forum members identified three primary areas of focus related to housing: 1) Financial Impacts and Affordability, 2) Land Use and Architecture, and 3) Regulatory Policies and Reforms. Within each of these areas, members recommended goals and action items needed to achieve these goals (see Appendix N). The Forum report and recommendations were presented to the Council and forwarded for inclusion in the Economic Development Strategic Plan.

3. Economic Development Strategic Plan

In July 2000, the City Council accepted the Economic Development Strategic Plan (EDSP) and Downtown Vision which not only addressed issues of revitalizing commercial areas and enhancing the city's economic environment but also recognized the relationship between economic health and housing. Elements of this plan include such things as the jobs/housing balance and its impact on the island's ingress/egress as well as providing housing for low paying but important professions such as teachers. In March 2001, the City Council approved an ambitious Implementation Program for the EDSP. This included authorizing actions and funding housing development staff positions and programs.

4. Housing Element Process

Starting in 1999, the City embarked on a comprehensive public participation process. It created a housing website, *alamedahousing.com*, which provides extensive information on the mandated Housing Element process, state requirements, current drafts of element components, and an interactive "bulletin board" for comments. More than a dozen public meetings have been held. These include presentations before various boards and commissions, including the Planning Board and the City Council. There also have been meetings oriented toward special needs populations such as elderly and disabled households (See Appendix C for the complete public participation schedule.)

C. Organization of the Housing Element

The organization and content of the current Housing Element is generally similar to the 1991 document. However, this Housing Element is divided into six chapters plus a glossary rather than the 11 chapters of the original document. Population and housing data and background

material, which quickly become dated have been moved into the appendices. The Housing Element proper is a slimmer, user-friendlier document. This structure will also allow for the update of the appendices, with the new 2000 Census data when it is available, without amending and re-adopting the Housing Element.

Chapter I provides an overview and summary of State requirements, the Housing Element preparation and public participation process, and a summary of the contents of the document. Chapter II contains Alameda housing policy, including goals and quantified objectives. Chapter III is a review of the 1990 Element and the extent to which the City has approached, met or exceeded its goals. There is also an evaluation and critique of projects and programs. Chapter IV reviews key characteristics of Alameda's population and housing stock as well as discusses housing needs. Chapter V addresses opportunities for increasing the housing stock and opportunities for building and funding affordable housing. Finally, Chapter VI identifies a variety of constraints to meeting development and other housing goals.

The Appendices are contained in a separate document, not only for ease of updating data normally contained in the Element, but because of the amount of information needed to support the content of the Housing Element. The Housing Element Appendices contains a significant amount of material including: housing and population characteristics; a site feasibility analysis supporting the Resources for Housing Opportunities Chapter (V); the final reports of the major housing initiatives; and the entirety of the City's housing survey conducted in March 2001. Other material contained in the Appendices document and demonstrate the basis of housing conclusions, policies and new programs and projects.



Alameda

CHAPTER II HOUSING GOALS, POLICIES, OBJECTIVES AND IMPLEMENTATION PLAN



CHAPTER II

HOUSING GOALS, POLICIES, OBJECTIVES AND IMPLEMENTATION PLAN

This chapter, along with Chapter V: Resources for Housing, is the core of the Housing Element. The Housing Element describes how the City will address the housing needs of the community through the preservation, improvement and development of housing. It contains information on the City's housing goals and policies, and an implementation plan for achieving those goals and objectives. The policies in the Housing Element serve as a guide for all the City's future housing decisions, including the programs and strategies that will be implemented and the way funds will be expended. This chapter presents Alameda's goals, policies and implementation programs for the planning period 2001- 2006 and reflects the City's fundamental approach to providing housing for its citizens.

A. City of Alameda Housing Policy Plan

As part of the process of updating the Housing Element, staff reviewed all current housing policies, which were scattered throughout ten City documents. Policies were reviewed from the 1990 Housing Element, General Plan (February 1991) and those adopted by City Council from the Ad Hoc Homeownership Committee (adopted April 2000). Also reviewed were housing and social service policies from the Alameda Public Housing Authority (PHA) Plans - 5-Year Plan for Fiscal Years 2000-2004 & Annual Plan for Fiscal Year 2000 and the Housing and Community Development Strategic Plan for FY 2000-2004. Finally, redevelopment and economic development plans were reviewed including: the Alameda Point Improvement Project (APIP) Report to Council (February 1998), the Business and Waterfront Improvement (BWIP)/West End Capital Improvement Project (WECIP) Five Year Implementation Plan: 2000-2004, the Economic Development Strategic Plan (July 2000), and the Naval Air Station (NAS) Alameda Community Reuse Plan (January 1996). Staff also reviewed the proposed policies from the City of Alameda Housing Forum.

The review revealed that the accumulated housing policies lost in multiple documents were often redundant and confusing. This Housing Element contains the results of an extensive consolidation effort (See Appendix N). The new policies express the intent of the older policies in a more clear, concise and user-friendly fashion. These new policies are organized in the same way as the policy plan in the 1990 Housing Element. There are four categories of housing policies in this Element. They are: a) Rehabilitation and Neighborhood Preservation; b) Rental and Home Ownership Assistance (formerly Rental, Home Ownership and Affordable Housing Conservation and Assistance); c) New Housing Development; and d) Government Process and Role. Housing policies from other City plans, as well as proposed new policies, are incorporated into the Housing Element structure by placing them under relevant Housing Element categories. The 1990 goals remain appropriate and relevant for Alameda and are only minimally revised in this Element. The following constitutes the City of Alameda Housing Policy Plan.

1. Housing Goals

- a. *Provide Housing to Meet the City's Needs:* Within the limits of available resources, seek to meet the City's fair share housing needs, increase affordable housing opportunities, and provide for groups with special needs.
- b. *Maintain and Enhance the Quality of Life of the City:* Provide for housing development that is consistent with the goals and policies of the City's General Plan Land Use and Open Space and Conservation Elements without jeopardizing the qualities that make Alameda a desirable place to live.

2. Housing Policies

a. *Rehabilitation and Neighborhood Preservation*

- i. Promote the conservation and rehabilitation of the City's existing housing stock.
- ii. Preserve and expand the City's supply of affordable rental and ownership housing for low and moderate income households.
- iii. To the extent feasible, conserve housing located in areas that have been zoned for commercial or industrial use.
- iv. Promote the elimination of overcrowded, unsafe, and unsanitary housing conditions.
- v. Maintain the integrity of existing residential neighborhoods by protecting and enhancing the historic architecture and ensuring that new development respects the density and physical character of the neighborhood.
- vi. Ensure that new neighborhoods seamlessly integrate with older residential neighborhoods by designing new housing developments that complement the historic, architectural and physical qualities of existing neighborhoods.
- vii. Encourage work/live opportunities as a way to reduce the traffic impacts of housing, to provide affordable housing opportunities, and to stimulate business incubators.
- viii. Encourage mixed-use residential development in existing commercial areas.

b. *Rental and Home Ownership Assistance*

- i. Support efforts to increase the homeownership rate in Alameda to 60 percent by promoting homeownership opportunities for Alameda residents and employees of all income groups, including lower income renters and newly formed households.

- ii. Create and maintain educational and financial assistance programs to assist people, especially low and moderate income households, in purchasing their first home.
- iii. Create rental and homeownership opportunities for people of all incomes, ethnic origins, cultures, gender, family structures, and special needs populations such as the elderly and physically and mentally challenged persons.
- iv. Promote condominium conversion as a cost-effective way of providing homeownership opportunities, provided that comparable rental housing is secured for displaced tenants.

c. New Housing Development

- i. Designate an adequate amount of land for residential use to encourage housing development that will meet the needs of all income groups.
- ii. Support public programs and encourage private efforts that provide affordable housing opportunities throughout the city for current and future employees who want to live in Alameda.
- iii. Encourage development that offers residents easy access to goods, services, jobs, transportation, education and recreation.
- iv. Require developers to construct required housing units for low and moderate income households within their projects.
- v. Ensure that the General Plan and the Zoning Ordinance encourage residential development that provides variety in the housing product in response to variations in income levels, the changing live-work patterns of residents, and the needs of a diverse population.
- vi. Encourage development of homeownership units priced to meet the needs of families with incomes between 80 percent and 120 percent of area median income.
- vii. Establish a ten percent affordable housing inclusionary requirement on new residential developments outside redevelopment project areas.
- viii. Facilitate the development of affordable housing by public and private housing development organizations.
- ix. Encourage mixed-use residential development in existing commercial areas.
- x. Consider and evaluate the viability of providing housing on non-residential, publicly owned property that becomes available or is deemed a surplus.

d. Special Needs Housing

- i. Promote the development of a full range of housing (shelters, transitional and permanent housing), coupled with services, to meet the special needs of homeless individuals and people at risk of becoming homeless.
- ii. Promote the development of a full range of housing (rental, homeownership and service-enriched) to meet the needs of special populations, including people with physical and/or developmental disabilities, single-parent households, young adults and seniors.

e. Government Process and Role

- i. Encourage public participation of all segments of the community, including low and moderate income residents, the business sector, renters and homeowners, in the formulation and review of City housing policy.
- ii. Ensure equal housing opportunities by taking appropriate actions, when necessary, to prevent housing discrimination in the local market.
- iii. Give affordable housing projects high priority in the City's entitlement process to expedite the development process.
- iv. Promote residential opportunities in the City's redevelopment areas and expand the supply of low and moderate income housing in those areas.
- v. v. For the developer selection process in redevelopment project areas, provide incentives to exceed affordable housing requirements.
- vi. Increase the affordable housing inclusionary requirement on new developments in redevelopment projects to 20 percent, with the increase over the mandated 15 percent allocated to household income ranges that are the least served. *
- vii. Ensure that the entitlement process and infrastructure levies do not unnecessarily burden the development of affordable housing units.
- viii. Actively pursue federal and state housing program funds to provide housing assistance to low income households and to support the development of low and moderate income housing.

B. Implementation Programs, Program Objectives, and Quantified Objectives

This section contains housing implementation programs that the City is committed to pursuing during the 2001-2006 time frame of the Housing Element. These programs are designed to

* Policies originated from the recommendations of the City of Alameda Housing Forum.

respond to local needs and priorities, within the limits of economic feasibility and resource availability.

Like the Housing Element policies, the implementation programs are grouped into four categories, focusing on: rehabilitation and neighborhood preservation; assistance for potential home purchasers and low income renters; facilitating the development of new residential development; and improvement of the government's role in supporting the provision and maintenance of housing. These programs are described below. For detailed information on many of these programs, see Appendix G of the Housing Element. Following the description of the implementation programs, Table II-1 provides additional information on specific program objectives, target income and need groups, time frames, and responsible agencies.

While this Housing Element identifies adequate sites for the provision of housing for all income levels, it also recognizes the high level of rents and home sale prices throughout the Bay Area generally, and Alameda in particular. As a result, providing housing affordable to very low and low income households will rely, to a large degree, on government funding to create below-market-rate units. The City is committed to pursuing all appropriate available funding for below-market rate units.

1. Rehabilitation and Neighborhood Preservation

- a. *Rehabilitation Programs:* Continue to implement the City's rehabilitation programs for owner-occupied and rental housing units.
- b. *State and Federal Rehabilitation Financing Programs:* Continue to review all available state and federal programs for residential rehabilitation and apply for appropriate programs, as funding is available. Possible funding sources include the Community Development Block Grant (CDBG, HOME, and AHUF) program, and various programs administered by the State HCD (e.g., Code Enforcement Incentive Programs).
- c. *Senior Housing Project:* Rehabilitate the former Bachelor Officer Quarters at Alameda Point into 210 units of senior housing.
- d. *Self-help in Rehabilitation:* Promote self-help techniques to reduce rehabilitation costs by providing technical assistance to owners participating directly in rehabilitation efforts. City assistance will include areas such as permit processing, preparation of financing applications, and owner management of rehabilitation work.
- e. *Minor Home Repair:* Continue to implement the City's Minor Home Repair program.
- f. *Housing in Industrially Zoned Areas:* In conjunction with the General Plan and Zoning Ordinance revision, study industrial areas, in particular where there is existing

housing, and redesignate/rezone these areas for residential use as appropriate. The General Plan update is expected to be adopted in 2003, with Zoning Ordinance revision to follow immediately thereafter. The Northern Waterfront Specific Plan is expected to be completed in 2002.

- g. *Amnesty Program*: Continue the City's amnesty program which provides a process to legalize occupied, undocumented dwelling units.
- h. *Work/Live Ordinance*: Study the work/live ordinance to determine why no work/live projects have been developed and make recommendations to make the work/live ordinance more functional for developers. Develop first project as provided under the ordinance.

2. Rental and Home Ownership Assistance

- a. *Housing Choice Voucher Program (Section 8)*: Increase the number of vouchers Alameda receives by applying to U.S. Department of Housing Urban and Development (HUD) for additional vouchers by creating incentives. Develop programs to encourage property owners to participate in this rental assistance program.
- b. *First Time Homebuyer Programs*: Continue and expand the Downpayment Assistance Program and the second mortgage Community Assisted Shared Appreciation (CASA) Program. Study and implement recommendations regarding program income and funding criteria in order to make more homes qualify for the programs.
- c. *Conservation of At-Risk Units*: The Alameda Housing Authority provided a long-term deferred loan of \$240,000 to the new purchaser of Playa Del Alameda to preserve for 55 years affordable rents in this 40-family unit Section 8 project. There are no more Section 8 or other federally subsidized housing projects in Alameda at risk of converting to market rate rents. (The only other federally subsidized project not owned by the Housing Authority, the 615 unit Harbor Island (a.k.a. Bridgeport) Apartments was converted in 1987.)
- d. *Conserve Existing Affordable Housing*: Fund, acquire and rehabilitate existing multifamily housing for rental and ownership housing. Provide for all economic tiers of affordability.
- e. *Alameda County Mortgage Credit Certificate Program*: Continue to participate in the program which assists first time homebuyers to qualify for mortgage loans.
- f. *Housing-Jobs Linkage Scholarship Program*. Provide rental assistance to low income families working toward increasing long-term earning potential through additional school or training.

- g. *Condominium Conversions*: Continue to implement the City's condominium conversion ordinance to assure the provision of tenant relocation assistance.
- h. *Housing Trust Fund*: Study the feasibility of creating a public-private housing trust fund which could finance ownership and rental projects for affordable housing.

3. New Housing Development

- a. *Redevelopment Inclusionary Housing (APIP, BWIP, WECIP)*: The City of Alameda has three redevelopment project areas: the Alameda Point Improvement Project (APIP) area; the Business and Waterfront Improvement Project (BWIP) area; and the West End Community Improvement Project (WECIP) area. Developers in redevelopment project areas must make 15 percent of their units affordable to very low, low and moderate income buyers to met the State's Inclusionary Housing Requirement. In 2001, the City council decided that as part of settling a CEQA lawsuit on the Navy Disposal and Transfer EIR, 25 percent of all new housing developed within the Alameda Point Improvement Project (APIP) area will be affordable to very low, low and moderate income owners and renters. *This is a 60 percent increase over State Law.* Funds from the redevelopment area 20 percent tax increment set-aside for affordable housing are used to build additional affordable units in the redevelopment areas.
- b. *Alameda Point Collaborative 39 Units*: The City is using the Fleet Industrial Supply Center (FISC) land sale proceeds and Catellus inclusionary in-lieu fees to subsidize the construction of 39 units. The Housing Authority and Operation Dignity will develop the 39 affordable family units on a 2.5 acre site within the 600 unit Catellus housing development, the first redevelopment project on former Navy property.
- c. *Alameda Point Collaborative Substantial Rehabilitation*: The Alameda Redevelopment and Reuse Authority (ARRA) entered into an agreement with the Alameda Point Collaborative to provide long-term leases for 200 units of transitional and permanent housing for formerly homeless families. The City has provided \$1.8 million for rehabilitation of 58 of these units and committed to \$3.6 million for associated infrastructure costs.
- d. *60-unit Family Housing Project*: The City is committed to developing 60 units of affordable rental and ownership housing on a three-acre site as part of the Catellus housing project.
- e. *Infill Development New Construction/Acquisition/Substantial Rehabilitation Program*: Family housing projects are funded on a case-by-case basis from Redevelopment 20 percent set aside, Affordable Housing Unit Fee (AHUF), and Housing Authority funds. The projects include developments at 1109 Buena Vista, 460 Buena Vista, 746 Eagle, 2201 Santa Clara, and 626 Buena Vista as well as future projects.

- f. *School Employee Housing*: Develop affordable housing for employees of the Alameda Unified School District using a 20 percent set aside of BWIP Low and Moderate Income Housing Funds.
- g. *Substantial Rehabilitation Program*: Continue to implement the City's Substantial Rehabilitation Program which creates new rental units in existing vacant or underutilized structures.
- h. *Affordable Housing Unit/Fee (AHUF) Ordinance*: Continue to administer the AHUF to support the development of new and rehabilitated housing, and periodically adjust the housing impact fee to keep pace with inflation.
- i. *Inventory of Vacant Land*: Develop and maintain an inventory of vacant land for public information purposes.
- j. *Mortgage Revenue Bonds*: Participate in the issuance of Mortgage Revenue Bonds for first time home buyers.
- k. *Homeless Shelter Funding*: Provide funding assistance for Midway Shelter, a 24 bed enriched shelter for women and children.
- l. *Re-Use Area Special Studies*: As non-residential sites such as existing school sites, or other public or utility sites become surplus, or if major commercial or industrial sites become available, evaluate these sites for their potential to provide housing.
- m. *Second Units*: Review the second unit ordinance to make it a more attractive development tool.
- n. *Merge Redevelopment Project Areas*: Merge the BWIP and WECIP in order to leverage and facilitate the bonding of the 20 percent Set Aside for affordable housing.
- o. *"Liveaboard Housing:"* Process permits for the Alameda Point Marina, including approval for up to 10 percent of the berths to be occupied by liveaboards.

4. Government Process and Role

- a. *Technical Assistance to Non-Profit Corporations*: Provide technical assistance to non-profit groups organized to promote or provide affordable housing. Such technical assistance may include information, workshops, monitoring of programs, and assistance in applying for program funding. The City and Housing Authority have supported the creation of a new housing development nonprofit, the Alameda Development Corporation (ADC).
- b. *Coordinated Staff Review of Projects*: Continue to coordinate interdepartment review of projects in a timely and efficient manner.

- c. *Revisions to the General Plan:* Revise the City's General Plan, through the update process, to ensure consistency with this Housing Element.
- d. *Fair Housing and Tenant-Landlord Mediation:* Continue to contract with Sentinel Fair Housing or a similar agency to provide fair housing and tenant-landlord mediation services.
- e. *Parking Standards:* Review the parking standards of the Zoning Ordinance applicable to infill development for opportunities to reduce required parking and to eliminate the need for numerous variances. Utilize parking in-lieu fees to address parking needs generated by infill housing development.
- f. *Inclusionary Housing:* Study impact of a 10 percent citywide inclusionary ordinance and increasing the inclusionary requirement in redevelopment areas to 20 percent.
- g. *Rent Review Advisory Committee (RRAC):* Since 1979, the Rent Review Advisory Committee has heard complaints of rent increases and made recommendations to tenants, owners and the City Council regarding rental housing in Alameda. Continue to support the Committee's effort.

The following two tables summarize the above implementation program and objectives (Table II-1 and II-2).

City of Alameda - Housing Element 2001-2006

Table II-1

City Housing and Implementation Framework 2001-2006

A. Rehabilitation and Neighborhood Preservation

<u>Action Plan</u>	<u>Target Objective¹</u>	<u>Action Needed</u>	<u>Department</u>	<u>Program Funding</u>	<u>Time Frame</u>
1. Rehabilitation Programs	Rehabilitation of 7 owner-occupied and 10 renter-occupied units per year (VL, L, E)	Continue programs	Development Services Department (DSD)	CDBG, HOME	2001-2006
2. State and Federal Rehabilitation Financing Programs	Rehabilitation financing (VL, L)	Review and make application	DSD	Dedicated Housing Funds ²	2001-2006
3. Senior Housing Project	Rehabilitation of BOQ into 210 units (VL, L, E, M)	Master Developer	DSD	Dedicated Housing Funds/Section 202/Tax Credits	2001-2006
4. Self-Help in Rehabilitation	Reduce rehabilitation costs (VL, L)	Continue program	DSD	CDBG	On-going
5. Minor Home Repair	Minor home repair of 15 units per year (VL, L, M)	Continue program	DSD	CDBG	2001-2006
6. Housing in Industrially-Zoned Areas	Identify areas and rezone as appropriate (VL, L, M)	Study and make recommendations	Planning and Building Department (PBD)	General Fund	2001-2002

¹A (all groups), VL (very low income), L (low income), M (moderate income), E (elderly), FH (female head of household), LF (large family), H (homeless)

² Dedicated Housing Funds: refers to either or a combination of the Affordable Housing Unit/Fee Fund and Redevelopment 20 percent Set Aside Low and Moderate Income Housing Funds from the three project areas (APIP, BWIP, and WECIP)

City of Alameda - Housing Element 2001-2006
Table II-1 (Continued)

A. Rehabilitation and Neighborhood Preservation (continued)

<u>Action Plan</u>	<u>Target Objective</u>	<u>Action Needed</u>	<u>Department</u>	<u>Program Funding</u>	<u>Time Frame</u>
7. Amnesty program	Legalization of up to 10 undocumented units per year (VL, L, M)	Extend program	PBD	Application fees	2001-2006
8. Work/Live Ordinance	Amend ordinance to allow for work/live development	Study ordinance	PBD	General Fund	2001-2002

B. Rental and Home Ownership Assistance

<u>Action Plan</u>	<u>Target Objective</u>	<u>Action Needed</u>	<u>Department</u>	<u>Program Funding</u>	<u>Time Frame</u>
1. Housing Choice Voucher Program (Section 8)	200 additional vouchers (VL, L, W, FH, LF)	Approval by HUD	Housing Authority	HUD	2001-2006
	Increase number of rental property owners accepting vouchers (VL, L, E, FH, LF)	Continue program for property owner outreach strategies and incentives	Housing Authority/DSD	HA Funds	2001-2002
2. Rent Review Advisory Committee (RRAC)	Continue work and support growing (VL, L, M, E, FH, LF)	Monitor for effectiveness	DSD	CDBG	
				CDBG	2001-2006

B. Rental and Home Ownership Assistance (continued)

<u>Action Plan</u>	<u>Target Objective</u>	<u>Action Needed</u>	<u>Department</u>	<u>Program Funding</u>	<u>Time Frame</u>
3. First Time Home Buyer Programs (DPA, CASA)	Continue programs and identify more units for sale for appropriate income 3 units per year, 2002-2003 5 units per year, 2004-2006 (VL, L, M, FH, LF)	Revise CASA/DPA Continue Home Buyer Assistance Workshops	DSD	Dedicated Housing Funds	Ongoing
4. Conservation of At-risk Affordable Units	Preserve 40 family units at Playa Del Alameda (VL, L, M, FH, LF)	Provide deferred loan to owner	HA	HA Funds	2000
5. Conserve Existing Affordable Units	Acquire and rehabilitate properties (VL, L, M, FH, LF)	Identify available and financially feasible properties	DSD	Dedicated Housing Funds	2001-2006
6. Alameda County Mortgage Credit Certification Program (MCC)	Continue and expand program to 10 certificates a year (M, FH, LF)	Support an increased state allocation	DSD	General Fund	2001-2006
7. Housing-Jobs Linkage Scholarship Pilot Program	Rental assistance and support services for students with families (VL, L, FH, LF)	Start pilot program	DSD	HOME Funds/CDBG	2001-2002
8. Condominium Conversions	Ensure no undue hardship for tenants (VL, L, M, E)	Continue to enforce ordinance	PBD	General Fund	On-going
9. Housing Trust Fund	Finance ownership and rental projects (VL, L, M, FH, LF)	Study feasibility	DSD	Dedicated Housing Funds	2002

City of Alameda - Housing Element 2001-2006
Table II-1 (Continued)

C. New Housing Development

<u>Action Program</u>	<u>Target Objective</u>	<u>Action Needed</u>	<u>Department</u>	<u>Program Funding</u>	<u>Time Frame</u>
1. Redevelopment Inclusionary Housing (APIP, BWIP, WECIP)	15% Inclusionary requirement in BWIP and WECIP and 25% in APIP. Estimated new units: 158 VL, 203 L, 328 M. (E, FH, LF, AM)	Development of housing projects per the General Plan and redevelopment project plans	DSD	Private financing/tax increments/federal and state programs	2001-2006
2. Alameda Point Collaborative	Develop 39 rental unit project (VL,FH)	Start joint venture with Housing Authority and Operation Dignity	HA/DSD	FISC land sale proceeds, Catellus in-lieu inclusionary funds	2003
3. Alameda Point Collaborative Substantial Rehab	Rehabilitate 200 units of former Navy housing (VL, FH, H)	Rehabilitate and occupy units	Alameda Point Collaborative (APC)/DSD	Dedicated housing funds/federal homeless programs/private financing	2001-2002
4. 60-unit Family Housing Project	Develop 60 ownership and rental units (VL, L, M, FH, LF)	Start predevelopment phase	HA/DSD	AHUF and 20% Set Aside Funds	2003
5. Infill Development - New Construction/Acquisition/Substantial Rehab	Develop approximately 70 units in new and existing projects	Initiate new projects and complete construction	HA/DSD/ nonprofit housing developers	AHUF and 20% Set Aside Funds	2001-2006
6. School Employee Housing	Develop affordable units	Initiate programs with school district (AUSD)	DSD/AUSD	20% Set Aside Funds	2001-2006
7. Affordable Housing Unit/Fee (AHUF) Ordinance	Fund new projects and periodically adjust rate for inflation (VL, L, FH, LF)	Collect fees, monitor program, and fund projects	DSD	AHUF funds	2001-2006
8. Inventory of vacant land	Annual update (A)	Field survey	PBD	General Fund	2001-2006

City of Alameda - Housing Element 2001-2006
Table II-1 (Continued)

C. New Housing Development (cont.)

<u>Action Plan</u>	<u>Target Objective</u>	<u>Action Needed</u>	<u>Department</u>	<u>Program Funding</u>	<u>Time Frame</u>
9. Mortgage revenue bonds	20 units for first-time buyers (M)	Participate in bond issue	DSD	Bonds	2001-2006
10. Homeless shelter funding	8,000 bednights at Midway Shelter per year (VL, H)	Fund and monitor program	DSD	State and Federal Programs	2001-2006
11. Re-use area special studies	Provide additional housing in appropriate re-use areas (A)	Study housing potential in re-use sites	PBD	General Fund	As sites become available
12. Second units	Development of 5 second units per year (VL, L, M)	Amend Zoning Ordinance	Planning Board	General Fund	2001-2006
13. Substantial rehabilitation program	Rehabilitation of 5 units per year (VL)	Continue	DSD	Proceeds from the revolving loan program/ CDBG	2001-2006
14. Merge Redevelopment Project Areas A159 and A262	Facilitate bonding of 20% Set-aside	Perform feasibility study	DSD	Dedicated Housing Funds	2002
15. Liveaboard housing	Retain and develop liveaboard units	Develop marinas and legalize existing units	PBD	General Fund	2001-2006

City of Alameda - Housing Element 2001-2006
Table II-1 (Continued)

D. Government Process and Role

<u>Action Plan</u>	<u>Target Objective</u>	<u>Action Needed</u>	<u>Department</u>	<u>Program Funding</u>	<u>Time Frame</u>
1. Technical assistance to non-profit corporations	Development and maintenance of affordable housing and associated programs (VL, L, M, FH, LF)	Provide technical assistance	DSD	Dedicated housing funds	2001-2006
2. Coordinated staff review of projects	Efficient review resulting in cost reductions (A)	Staff coordination through One-Stop Center	PBD	General Fund	On-going
3. Revisions to Housing Element	Update consistent with State law requirements (A)	Staff assignment	PBD/DSD	On-going	2001
4. Revisions to the General Plan	Revise General Plan/residential densities and locations (A)	Revise General Plan	PBD	General Fund	2003
5. Fair housing	Minimize housing discrimination (A)	Continue contract	DSD	CDBG	2001-2006
6. Parking standards	Use-of in-lieu fees and variances	Study/amend Zoning Ordinance	PBD	General Fund	1999-2006
7. Inclusionary Housing	Citywide 10% inclusionary ordinance Increase redevelopment inclusionary to 25%	Study feasibility and impact	DSD	Dedicated Housings Funds	2002

City of Alameda - Housing Element 2001-2006
Table II-2

Summary of Quantified Objectives¹

	INCOME GROUPS				
CATEGORY	Very Low	Low	Moderate	Above Moderate	Total
<u>NEW CONSTRUCTION²</u>					
ABAG Regional Housing Needs Determination (RHND) ³ for the time period 1/1/1999 to 6/30/2006	443	265	611	843	2,162
Units Provided Through Housing Programs ⁴					
1. Alameda Point Collaborative	239				239
2. Sixty Unit Family Housing Project	18	18	24		60
3. BOQ Senior Housing	30	20	160		210
4. Infill Development - New Construction /Acquisition /Substantial Rehab Program	10	46	84		140
5. Housing Conservation	40				40
6. Substantial Rehabilitation ⁵	25				25
7. Liveaboard Housing (new and legalization)	3	5	54		62
8. Housing for City/School Employees		16			16
Subtotal	365	105	322	0	792
Private Development in Redevelopment Areas (includes inclusionary requirements)	104	160	290	2,075	2,629
Other Market Rate Housing Development				200	200
Total New Construction	469	265	612	2,275	3,621
Exceed RHND Need	26	0	1	1,432	1,459

¹ Covers the period January 1, 1999, to 2006

² Categories in the "new Construction" section of Table II-2 are broad and repeat HCD approved types of housing production for meeting the RHND

³ From Table IV-1

⁴ Units expected to be built with some form of government assistance in accordance with Housing Element programs

⁵ Assumes 5 units per year will be rehabilitated

City of Alameda - Housing Element 2001-2006
Table II-2

Summary of Quantified Objectives¹

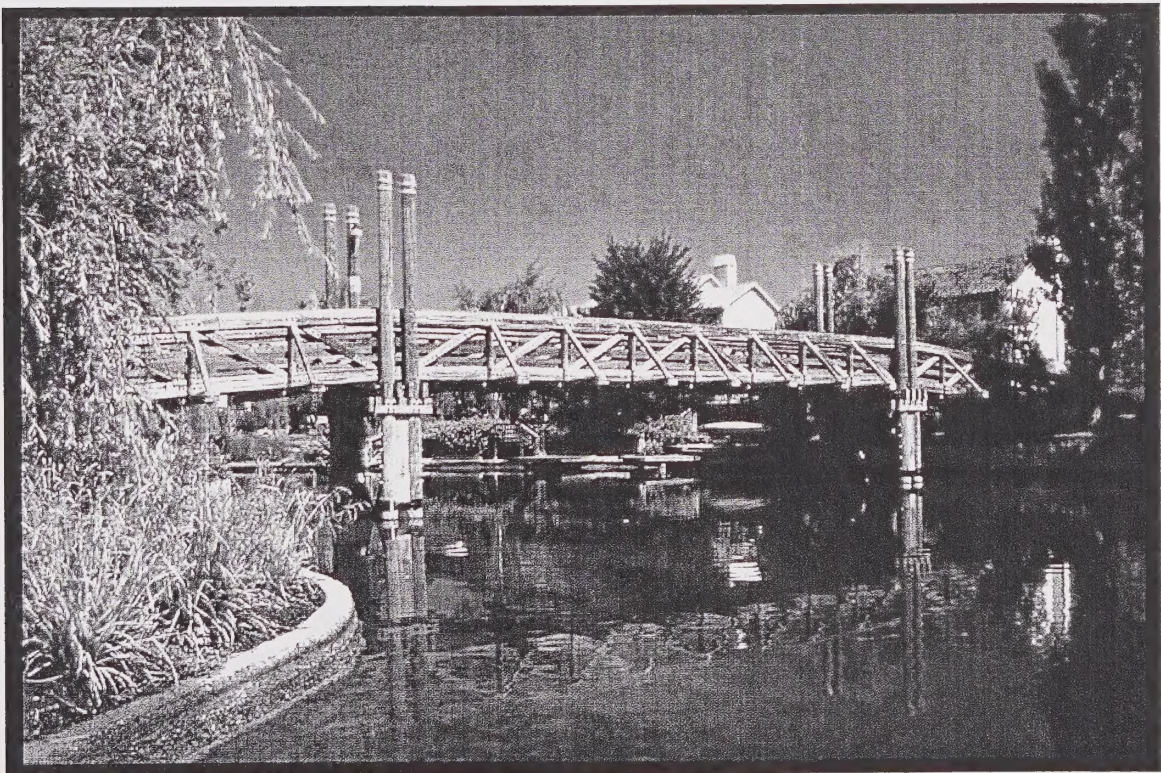
INCOME GROUPS					
CATEGORY	Very Low	Low	Moderate	Above Moderate	Total
<u>CONSERVATION</u>					
Existing Housing Choice Vouchers (Households)	1,457				1,457
Welfare to Work Vouchers	100				100
Mainstream Vouchers	75				75
New Rental Vouchers (Households)	200				200
Amnesty Program ⁶	15	15	30		60
Total	1,847	15	30		1,892
<u>REHABILITATION</u>					
Rehabilitation Programs (Dwelling Units)		50	52		102
Minor Home Repair (Dwelling Units)	90	90			180
Total	90	140	52		282

⁶ Assumes 10 units per year will be legalized



Alameda

CHAPTER III REVIEW OF 1990 HOUSING ELEMENT



CHAPTER III

REVIEW OF THE 1990 HOUSING ELEMENT

The City of Alameda adopted its last Housing Element in 1990. State law mandates that the Housing Element be updated every five years. However, funding assistance to calculate “fair share” housing objectives was not provided to regional agencies, such as the Association of Bay Area Governments (ABAG), until 1999; therefore, all Housing Element updates were postponed. As the Housing Element has not been updated for more than a decade, this chapter reviews the progress the City has made in meeting its fair share housing objectives since 1988. This chapter also provides an evaluation of the City’s housing policies and program objectives, illustrating how the City has succeeded in meeting its housing goals and where refinements or adjustments to housing strategies should be made.

A. Summary of Housing Accomplishments

The City of Alameda has succeeded in attaining many of the objectives of the 1990 Housing Element. Most objectives for housing conservation and rehabilitation have been accomplished, while new construction projects continue to increase the supply of housing for very low, low, moderate and above moderate income households. Tables III-1 & III-2 detail the City’s housing objectives and accomplishments in new construction, rehabilitation and preservation. The City’s accomplishments should be viewed in light of two important facts. First, Alameda has the largest overall government-owned or subsidized housing per-capita share of any community in Alameda County. Second, the City of Alameda is the fourth most densely populated city of 14 cities in Alameda County, after Albany, Berkeley and Oakland, and has the fourth highest proportion of multi-family units. (See Tables F-1 and F-3 in Appendix F).

As is evident from Tables III-1 and III-2, the City has attained many of the objectives identified in the 1990 Housing Element. The City had the most difficulty attaining objectives for new construction for low and moderate income households and rehabilitation of housing units for low income households. The City’s difficulty in meeting moderate income objectives is partially driven by a requirement targeting its dedicated housing funds to low or very low income units. This requirement is contained in an agreement which settled a lawsuit regarding the City’s performance in meeting its housing goals, known as the Guyton Agreement.

During the current planning period (January 1999-July 2006), the City expects to meet the 1995 as well as 2001-2006 ABAG goals for housing production. Meeting the 1995 goals will satisfy the remaining requirements of the Guyton Settlement Agreement, enabling the City to expend dedicated housing funds on behalf of moderate income households. Additionally, the City anticipates more housing due to the acquisition of the former Naval Air Station (Alameda Point) and the development of the Northern Waterfront. Both areas are within state-defined redevelopment areas that require at least 15 percent of all housing be affordable to very low, low and moderate income households. The City plans to exceed this 15 percent goal. At Alameda Point, 25 percent of all housing developed will be for low and moderate income households. This constitutes a 60 percent increase over what is required by California Redevelopment Law and puts Alameda at the forefront of all Bay Area communities in terms of creating future affordable housing opportunities.

City of Alameda - Housing Element 2001-2006
Table III-1
Summary of Quantified Objectives Achieved: New Construction
January 1, 1988 - December 31, 2000

CATEGORY	VERY LOW	LOW	MODERATE	ABOVE MODERATE	TOTAL
New Construction (Private)					
1988	0	0	13	135	148
1989	0	0	0	172	172
1990	0	0	0	55	55
1991	0	0	0	80	80
1992	0	0	0	139	139
1993	0	0	10	5	15
1994	0	0	7	8	15
1995	0	0	0	177	177
1996	0	3	0	116	119
1997	0	0	0	206	206
1998	0	0	10	51	61
1999	12	0	3	61	76
2000	2	0	8	36	46
TOTAL	14	3	51	1,241	1,309
New Construction (Subsidized)					
Independence Plaza	92	36	58	0	186
Navy Housing	300	0	0	0	300
Other (Substantial Rehabilitation, Infill)	59	0	0	0	59
TOTAL	451	36	58	0	545
Total New Construction	465	39	109	1,241	1,854
ABAG Needs Projections (1988-1995)	548	382	477	979	2,386
Balance Needed to Meet ABAG Goals	83	343	368	#	794

indicates objective exceeded for income level

Source: Alameda Planning and Building Department

City of Alameda - Housing Element 2001-2006
Table III-2

Summary of Quantified Objectives Achieved: Conservation & Preservation
January 1, 1988 - December 31, 2000

CATEGORY	VERY LOW	LOW	MODERATE	ABOVE MODERATE	TOTAL
Unit Conservation					
Section 8/Vouchers	1,129	0	0	0	1,129
Alameda Point	78	0	0	0	78
Amnesty Program	24	36	32	24	116
TOTAL	1,231	36	32	24	1,323
Conservation Objective	1,132	60	25	0	1,217
Balance Needed to Fulfill Objective	#	24	#	0	24
Rehabilitation					
Rehabilitation	213	54	0	15	282
Minor Home Repair	187	104	0	0	291
TOTAL	400	158	0	15	573
Rehabilitation Objective	294	307	0	0	601
Balance Needed to Fulfill Objective	#	149	#	#	149

indicates objective exceeded for income level

Source: Alameda Planning and Building Department

B. Review of City Goals, Objectives, Policies, and Programs

The City of Alameda delineated two housing goals in the 1990 Housing Element:

1. Provide Housing to Meet the City's Needs. Within the limits of available resources, seek to meet the City's fair share housing needs, increase affordable housing opportunities, and provide for the housing needs of special needs groups.
2. Maintain and Enhance the Livability of the City. Provide for housing development in a manner consistent with the goals and policies of the City's General Plan Land Use and Historical Preservation Elements, without jeopardizing the qualities that make Alameda a desirable place to live.

The policies connected to these goals have guided the City's actions. Policies were divided into four categories: Rehabilitation and Neighborhood Preservation; Rental, Home Ownership and Affordable Housing Conservation and Assistance; New Housing Development; and Government Process and Role. The quantified objectives and programs made up the City's action plan.

C. Analysis of Policy and Program Effectiveness

As described in Chapter 2, the City performed a comprehensive review of all its existing housing policies and has identified 62 housing policies adopted by the City, some of which were redundant. Another 14 policies proposed by the Housing Forum were considered. These policies have been streamlined and reduced to 32 housing policies that capture the essence of the former policies (see Appendix N).

In addition, review of existing housing programs has resulted in recommendations for adjustments to respond to their shortcomings. Staff have also made suggestions for new housing programs to fill needs that are not currently being served. These program adjustments and additions are outlined in Appendix G.

The following table is an evaluation of the City of Alameda's 1990 Housing Element policies, objectives and programs. The evaluation describes the City's policies, action plan, quantified objectives, and accomplishments. Most importantly, it includes an analysis of the overall housing goal strategy and it includes recommendations for the future. It should be noted that items in the "Accomplished" column that indicate a "Target Objective" were originally identified as program objectives in the 1990 Housing Element. Items that do not have a "Target Objective" were not outlined in the 1990 Housing Element.

City of Alameda – Housing Element 2001-2006

Table III-3
Evaluation of 1990 Housing Policies

A. Rehabilitation and Neighborhood Preservation

Policy A.1 Promote the conservation and rehabilitation of the City's existing housing stock.

Action Plan: Administer rehabilitation programs to support the preservation of owner-occupied and renter-occupied housing units. Responsibility: Community Programs and Assistance Division (CPAD) Funding Source: CDBG Timeframe: 1989-1995 (extended to present) Responsibility: CPAD Funding Source: CDBG Timeframe: 1989-1995 (extended to present) Responsibility: CPAD Funding Source: Other Federal/State Housing	Accomplished: • <u>Housing Rehabilitation Program</u> – Administer loan program for low and moderate income homeowners whereby owner can qualify for up to a \$50,000 loan at below market interest rates. Owner also can receive technical advice and assistance. Deferred loan repayment options available. Target Objective: 5 units per year. Completed 64 units as of 12/00. • <u>Rental Rehabilitation Program</u> – Administer loan program for property owners of low and moderate income rental units. Owners can qualify for loans of up to \$24,000 per unit at 2 percent interest rates. Target Objective: 10 units per year. Completed 147 units as of 12/00. • <u>State and Federal Rehabilitation Financing</u>	Analysis & Recommendations: The program is effective in maintaining and improving existing housing stock but is constrained by lead-based paint abatement costs. Consider some additional funding to help finance costly lead-based remediation. The program is effective in maintaining and improving existing housing stock but is constrained by lead-based paint abatement costs. Consider increasing amount of loan and requiring longer affordability term. Continue program but consider enhancing staff capacity in order to be more aggressive in
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Funds Timeframe: On-going Responsibility: CPAD Funding Source: CDBG Timeframe: On-going Responsibility: Housing Authority Funding Source: Housing Authority General Fund Timeframe: 2000	<u>Program</u> – Administer Rental Rehabilitation grant, California Disaster Assistance (CAL-DAP), California Housing Rehabilitation (CHRP-O) funds, HUD Lead Control Grants. • <u>Self-Help in Rehabilitation</u> – Promote self-help techniques to reduce rehabilitation costs. Provides technical assistance to owners participating directly in rehabilitation efforts concerning permit processing, preparation of financing applications, and owner management of the rehabilitation work. • <u>Playa Del Alameda</u> – The Housing Authority provided a \$240,000 long-term deferred loan to the new purchaser of this project to preserve for 55 years affordable rents in a 40-family unit Section 8 project.	seeking funds from state and federal affordable housing programs. Continue program and strengthen ties to financing agencies and private and nonprofit educational organizations (e.g., Owner Builder Center, Home Depot). Continue to pursue opportunities to conserve affordable housing through the City and Housing Authority's existing acquisition and rehabilitation efforts.
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Policy A.2 Diligently pursue the elimination of overcrowded, unsafe and unsanitary conditions.

Action Plan: Support programs and educational and outreach efforts to encourage the improvement of substandard housing conditions. Responsibility: CPAD Funding Sources: CDBG Timeframe: 1989-1995 (extended to present)	Accomplished: • <u>Minor Home Repair Program</u> – Provide grants for up to \$1,000 and zero interest loans for up to \$5,000 to low and moderate income homeowners for health and safety	Analysis & Recommendations: The program is meeting its target objective. The City is administering the program rather than contracting with the County.
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Responsibility: Planning and Building Department (PBD) Funding Sources: Application fee Timeframe: 1989-1991 (extended to present)	rehabilitation projects such as roofing, plumbing, heating repairs, etc. Target Objective: 68 units per year. Completed 304 units as of 12/00.	
Responsibility: CPAD Funding Sources: HUD grant through the Alameda County Lead Poisoning Prevention Program Timeframe: 1997 - present	• <u>Amnesty Program</u> – Administer program to legalize units that were illegally developed if the property owner brings the units up to current health and safety codes. This program generally affects low and moderate income households and has legalized 116 units. Target Objective: 10 units per year. • <u>Lead-Based Paint Hazard Reduction Grants</u> – Administer program to reduce lead hazards in housing units occupied by or available to low and moderate income families with children under 6. Grants of up to \$4,400 per unit available and lead-based paint risk assessment available. A total of 35 units have been completed.	The program has been effective in maintaining and expanding the City's legal and safe housing stock. Continue to reauthorize the program. The program is effective. Seek additional funding for this costly rehab activity.
Responsibility: CPAD Funding Sources: DOJ/Community Oriented Policing - Problem Solving Partnership Grant Timeframe: 2000-2002	• <u>Partners in Neighborhood Pride</u> – This City-sponsored collaboration with owners and managers of rental housing promotes safe, healthy, and attractive apartment neighborhoods. A reference guide details resources for owners to cut costs, decrease vandalism, and increase resident satisfaction.	This program is effective. Consider adding a component supporting the work of the Rent Review Advisory Committee.

Policy A.3 Maintain and improve the physical and social integrity of existing and future neighborhoods.

Action Plan: Undertake programs and planning efforts to maintain integrity of exiting neighborhoods and encourage the development of future neighborhoods that exemplify the quality of life in existing neighborhoods. Responsibility: CPAD Funding Source: CDBG Timeframe: 1989-1995 (extended to present)	Accomplished: <u>Substantial Rehabilitation Program</u> – Administer below market rate loans to property owners to create new rental units within the existing footprint of their homes. Design services available. Owners must rent units to Section 8 voucher program tenants for 15 years. Target Objective: 4 units in first year, 10 units per year thereafter. Completed 29 units as of 12/00.	Analysis & Recommendations: Program is effective. The previous goal was too ambitious but the program is valuable. Consider incentives to extend period of affordability. Also develop an outreach effort to educate property owners and neighborhoods on the need for opportunities of participating in publicly assisted housing programs.
Responsibility: PBD and Development Services Department (DSD) Funding Source: General Fund Timeframe: 1990-1994	<u>Housing in Industrially-Zoned Areas</u> – The City adopted its General Plan in 1991. Implementing Policy 2.4.i states: “Schedule hearings to consider amendments to the Zoning Map that would reclassify predominately residential areas zoned for nonresidential use to bring the Zoning Map into consistency with the General Plan Diagram.” Target Objective: Identify areas and rezone as appropriate. The City approved conformance rezoning for 8 parcels in 1991, 34 parcels in 1992, and 4 parcels in 1994.	This effort was effective but was discontinued in 1994 due to other planning efforts in the City including base closure. Since then, planning activities have focused on large tracts of former industrial sites. . In addition, much of the formerly industrial Northern Waterfront as well as large sections of Alameda Point, are being considered for land use designations which allow for housing development. The City is currently updating its General Plan. The proposed amendment to the General Plan regarding NAS will reflect and enhance the housing policies in the Reuse Plan.

Responsibility: PBD and DSD Funding Source: General Fund, Department of Defense Office of Economic Adjustment Timeframe: 1993-1996	• <u>NAS Alameda Community Reuse Plan</u> – Conducted an extensive community participation process to develop a plan for the reuse and redevelopment of the former Naval base. Adopted plan in 1/96 that calls for housing for all income levels and the seamless integration of the Alameda Point neighborhoods with existing neighborhoods.	
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Policy A.4 Give priority for public open space and other public improvements to neighborhoods determined to have a shortage relative to the rest of the City.

Action Plan: Give priority for public open space and other public improvements to neighborhoods determined to have a shortage relative to the rest of the City. Responsibility: PBD and DSD Funding Source: General Fund, Department of Defense Office of Economic Adjustment Timeframe: On-going	• <u>FISC Redevelopment</u> - Create 11 acres of open space promenade and construct five acres of park in planned redevelopment of the Fleet Industrial Supply Center	Analysis & Recommendations: It is recommended that this policy be considered for incorporation into the Open Space and Conservation Element of the General Plan.
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B. Rental and Home Ownership Assistance

Policy B.1 Promote opportunities for home ownership for all income groups, including lower income renters and newly formed households.

Action Plan: Seek creative solutions for providing homeownership opportunities to low and moderate income households. Responsibility: Housing Authority, Business and Housing Development Division (BHDD) Funding Source: HUD Timeframe: 1991-1993 (land trust model still being utilized)	Accomplished: • <u>Limited Equity Cooperatives/Land Trust Model</u> – Studied long-term homeownership affordability options. Land trust model was approved by Board of Commissioners of the Housing Authority as a viable approach to affordable homeownership. Target Objective: Provide long-term affordable homeownership units for low, moderate and above moderate households. City has funded three land trust projects resulting in 6 current and 9 proposed homeownership units.	Analysis & Recommendations: The program is effective in ensuring affordability in perpetuity. Buyers of “air space” condominiums learn through City-sponsored workshops about ownership responsibilities and apply for and qualify for a market rate loan commensurate with their ability to pay. Nonprofit land trust partners provide a “safety net” for below market rate owners. The City will continue to support these land trust opportunities, particularly in conjunction with redevelopment inclusionary obligations.
Responsibility: CPAD Funding Source: AHUF Funds, BWIP 20 percent tax increment housing set-aside, BWIP in-lieu fees Timeframe: 1998 to present	• <u>Down Payment Assistance Program (DPA)</u> – Administer a low-interest deferred loan program to loan low and moderate income homebuyers up to \$10,000 to assist with down payments and closing costs. No interest accrues and no payments are required for the first five years. Target Objective: Provide deferred loans to Low/Moderate homebuyers. Six households assisted since program began in 1998.	There are very few ownership units available within the program’s eligible price range for low and moderate income households. Recently this program has been used exclusively in conjunction with other subsidized new construction projects. It is recommended that an analysis be conducted to gauge the impact of increasing the loan amount.

Responsibility: Alameda County Housing & Community Development Department, (BHDD) Funding Source: State bonds Timeframe: On-going	• <u>Alameda County Mortgage Credit Certificate Program</u> – Participate in federal tax credit program that helps first-time homebuyers qualify for mortgage loans. Program participants are subject to maximum household income and maximum home purchase price. Target Objective: 20 units for first-time home buyers.	The program is very effective in assisting moderate income households in qualifying for mortgages. However, the County reports that relatively few households in Alameda are able to utilize the program due to high housing costs in the area. The program was cut back several years ago by the State of California. It is recommended that the City work with other municipalities and counties to lobby for a restoration of prior funding levels.
Responsibility: Housing Authority, BHDD Funding Source: Housing Authority Development Fund Timeframe: 1999-2000	• <u>Habitat for Humanity</u> – Completed construction of two new affordable ownership units at 1109 Buena Vista. Land was purchased with a grant provided by the Housing Authority. The homes must remain affordable for 20 years.	The program was effective but slow. It is recommended that the City support the Housing Authority and other affordable housing developers in acquiring land for affordable housing projects.
Responsibility: Business and Housing Development Division Funding Source: Affordable Housing Unit/Fee Funds Timeframe: 2000 to present	• <u>First-Time Homebuyer Workshops</u> – Sponsored 4 first-time homebuyer workshops for Alameda residents, attracting 59 attendees. More workshops are scheduled for 2001.	The workshops are popular and provide needed information and training for inexperienced homebuyers. The program should continue.
Responsibility: BHDD, CPAD Funding Source: HOME funds Timeframe: On-going	• Initiated the Community Assistance Shared Appreciation (CASA) Program in 1998 which provides homebuyers with a combination of public and private funds in exchange for the borrower agreeing to share the home's appreciation value with the lending bank.	The City has been very successful in using this source of housing subsidy. It will continue to use the program. The CASA program experiences the same problems as the DPA program and will require similar review.

Policy B.2 Permit condominium conversions as long as the ratio of owner-occupied units is 60 percent or less of the total number of dwelling units, unless there are special circumstances as described in Policy B-3 (of the General Plan).

Policy B.3 Allow condominium conversions in circumstances which would increase ownership opportunities for middle-income people when the developer, at the request of the tenant, finds comparable rental housing within the City before displacing tenants.

Action Plan: Continue administering the City's condominium conversion ordinance. Responsibility: PBD Funding: General Fund Timeframe: On-going	Accomplished: No applications have been received.	Analysis & Recommendations: Conversion could be a valuable tool in creating stable home ownership opportunities for households that are unable to compete for housing in the current Alameda market. It is recommended that the condo conversion code be reviewed to make it an attractive tool for providing affordable housing.
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Policy B.4 Utilize federal and state rental housing assistance programs and local actions to provide lower income housing assistance.

Action Plan: Actively pursue funding sources to increase the City's capacity to provide low income households with rental assistance. Responsibility: CPAD Funding: CDBG Timeframe: On-going	Accomplished: <u>ACCESS</u> – The City provides funding for this homeless prevention program operated by the Alameda Red Cross. The Alameda Continuum of Community Emergency and Social Services (ACCESS) provides services to help Alamedans manage their	Analysis & Recommendations: ACCESS performs very well and it is recommended that it continue to receive City support.
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Responsibility: Housing Authority Funding Source: HUD Section 8 Program Timeframe: On-going Responsibility: BHDD, CPAD Funding Source: HOME funds Timeframe: On-going	household budgets and remain affordably housed. Services include short-term assistance in paying utility bills, rent, emergency food and baby supplies. The program also provides counseling, access to child care vouchers, and referrals to other social services. From FYs 1994/5-1999/2000, 5,600 households received assistance. • <u>Section 8 Rental Assistance</u> – Continue to administer the Section 8 voucher program and increase the number of available vouchers. Target Objective: 180 new vouchers. 1,632 vouchers as of 12/00, an increase of 689 vouchers since 1989. • <u>HOME Affordability</u> – Provide funding for the development and rehabilitation of residential units to be provided to very low and low income households. Target Objective: Fund 2-3 new or substantially rehabilitated housing projects. - Provided funding to support Spirit of Hope and Dignity Commons transitional housing projects at Alameda Point which provides 45 units and 28 units respectively	High demand for housing in California and the Bay Area has led an increasing number of property owners to not consider the program. This has resulted in inability of voucher holders to use this subsidy. It is recommended City and Housing Authority continue marketing the Section 8 program and provide assistance to property owners who have difficulty with tenants or the program. Further, it is recommended that the City and Housing Authority explore appropriate incentives for property owners to use the program. The City has been very successful in using this source of housing subsidy. It will continue to use the program.
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Responsibility: Housing Authority Funding Source: HUD, rent revenues, grants and loans Timeframe: On-going Responsibility: Community Programs and Assistance Division Funding Source: Volunteer Program Timeframe: On-going	for homeless households. – Provided funding for the rehabilitation of 460 Buena Vista, a 26-unit affordable rental apartment building. – Provided funding for 1815 Elm Street, a single-family home for a large household. – Provided funding to support six units at 461 Haight Ave., a home for the developmentally disabled. – Provided funding to the Alameda Development Corporation to support three new homeownership units at 626 Buena Vista Ave. – Provided funding for seven units at 1416 Sherman Street – Supported four units at 745 Lincoln Ave. – Provided funding to support seven units in a senior condominium project run by the Housing Authority. • <u>Alameda Housing Authority</u> – Manages and/or owns 578 housing units that it rents to moderate, low and very low income households. Administers Section 8 program. • <u>Rent Review Advisory Committee</u> – Reviews and mediates complaints of substantial rent increases and advises City Council regarding rental conditions. Emphasis placed on assisting low income renters and rental property owners.	The City and Housing Authority should continue to apply for grants and loans to improve the existing housing owned and managed by the Housing Authority and to develop additional affordable units. This Council-appointed committee has had a significant increase in the number of complaints of high and multiple rent increases in 1998-2000. They are effective within the scope of their advisory charge, as a large percentage of complaints have resulted in rental increase deferrals or reductions.
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Responsibility: CPAD Funding: CDBG Timeframe: On-going	<u>Family Violence Law Center</u> – Funded by the City, this organization places victims of domestic violence in safe houses through its emergency information and referral hotline. The center provides legal counsel and accompanies victims to court to secure restraining orders.	This program is effective. Through its legal assistance in securing restraining orders, it avoids displacement due to domestic violence, the leading cause of homelessness for women and children.
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C. New Housing Development

Policy C.1 Provide adequate sites for the development of housing for all income groups.

Action Plan: Provide adequate sites for the development of housing for all income groups. Responsibility: PBD Funding Source: General Fund Timeframe: On-going	Accomplished: <u>Inventory of Vacant Land</u> – Update the City's database of potential housing development sites. Target Objective: Conduct annual field surveys. The City maintains an updated database.	Analysis & Recommendations: This is an effective tool and will be maintained.
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Policy C.2 Provide incentives to encourage the construction of housing units affordable to low and moderate income households.

Action Plan: Study and adopt policies and programs that encourage developers to build affordable housing units. Responsibility: BHDD Funding Source: Affordable Housing fund Timeframe: 1989 Responsibility: PBD Funding Source: General Fund Timeframe: On-going	Accomplished: • <u>Affordable Housing Unit/Fee Ordinance</u> – Adopt an ordinance that imposes affordable housing requirements on new construction, expansion, and change of use of non-residential properties. Requirements can be satisfied either by the provision of housing units affordable to low and moderate income households or by paying an in-lieu fee. Target Objective: Affordable units and in-lieu fees. City adopted the ordinance in 1989. The City has collected more than \$1.4 million dollars in fees. A fee increase was adopted in 2001. • <u>Manufactured and Factory Built Housing</u> – Provide opportunities for the siting of manufactured and factory built housing. Target Objective: Reduce housing development costs.	Analysis & Recommendations: This has been a significant source of funds to subsidize housing for low and very low income families. The City Council increased the fee 15 percent in 2001 and has authorized annual adjustments based on increase of cost of construction. Although the City permits development of factory built and manufactured housing, market forces do not support the development of such housing in such high land cost areas as Alameda.
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Policy C.3 Review new housing proposals (private, nonprofit and public agencies) and support those proposals and programs that meet the City's housing needs and are consistent with other City goals and policies.

Action Plan: Support housing proposals and programs that meet the City's housing needs and are consistent with other City goals and policies. Responsibility: Housing Authority Funding: Bonds, redevelopment funds, Housing Authority reserves Timeframe: 1989-1991	Accomplished: • <u>Senior Housing Project</u> – The Housing Authority sponsored the development of Independence Plaza (IP), a senior housing complex which combines market rate housing with subsidized housing. An operational subsidy comes from tax increment dollars rather than HUD. Target Objective: 186 senior housing units (69 percent very low and low income units). Project completed in 1991.	Analysis & Recommendations: IP has been very successful and has a waiting list of four-five years (approximately 400 households). Census 2000 data indicate that almost 23 percent of Alameda households have a person 65 years or older. The recent dramatic increase in housing costs has disproportionately affected older people who often live on fixed incomes. There is a demonstrated need for affordable senior housing in Alameda. It is recommended that the City and Housing Authority sponsor and help fund a senior housing project in the second year of the Housing Element planning period. Different kinds of small affordable units are needed. Virtually all new assisted housing in the last five years in Alameda have been housing for families with four or more persons in the household. To meet this need, Alameda's development code and inclusionary requirements should be amended to encourage single room occupancy (SRO) and studio units as well as such mixed use innovations as incorporating housing into office and retail developments.
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Responsibility: PBD Funding: Private funds Timeframe: 2000 to present	<u>Assisted Living Projects</u> – The City entitled Aegis and the Elders Inn, which provide a total of 155 units for seniors and disabled persons who often live on limited or fixed incomes. Elders Inn has been constructed and is occupied.	There is great need for assisted living units in the City of Alameda. It is recommended that the City continue to support similar projects.
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Policy C.4 Pursue federal, state, and local funding to support the development of low and moderate income housing.

Action Plan: Pursue federal, state, and local funding to support the development of low and moderate income housing. Responsibility: All housing agencies Funding: General Fund Timeframe: On-going	Accomplished: <u>Funding</u> – The City and its constituent components (CIC, ARRA, and AHA) have applied for and received significant funding from governmental sources.	Analysis & Recommendations: Currently the City has an ambitious plan to develop affordable and market rate housing. It is recommended that the City develop increased capacity to apply for discretionary housing funds and financing opportunities.
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Policy C.5 Encourage development of residential uses in existing commercial areas where the viability of the area and the housing will not be adversely affected.

Action Plan: Work with business groups and associations to support policies encouraging mixed use and uses that would accommodate housing over commercial. Responsibility: BHDD, PBD, CPAD Funding: General Fund Timeframe: On-going	Accomplished: <u>Business Associations</u> – The City has worked closely with both the Park Street Business Association (PSBA) and the West Alameda Business Association (WABA)	Analysis & Recommendations: There has been limited residential development, other than assisted housing, in business districts since the adoption of the 1990 Element. Consider “reclaiming”/amnesty for
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	on commercial revitalization efforts. Both organizations have adopted policies encouraging housing in their districts. The City's Economic Development Strategic Plan, adopted in 1999, also encourages residential development in commercial areas. The City adopted a work/live ordinance. The City also revised the Zoning Ordinance in 2000 to create a CC District in which residential development standards are relaxed.	upstairs units in commercial districts. The City will continue to actively encourage the private market to take advantage of this law to produce new housing units.
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Policy C.6 Evaluate existing school, utility, commercial and industrial sites for their potential to accommodate housing as such sites are surplus or become available.

Action Plan: Maintain a list of vacant and available sites suitable for housing development. Responsibility: PBD, BHDD Funding: General Fund Timeframe: On-going	Accomplished: See <u>Inventory of Vacant Land</u> under Policy C.1	Analysis & Recommendations: The City has a good record in supporting land use, General Plan, and redevelopment project plan amendments to accommodate residential uses. It is recommended that the process be reviewed to make it more efficient.
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Policy C.7 Promote the development of housing that meets the needs of those with special housing needs, including the homeless and those in need of transitional housing.

Action Plan: Support housing that meets the needs of those with special housing needs. Responsibility: All housing development agencies Funding: Dedicated public housing funds Timeframe: On-going Responsibility: CPAD Funding: CDBG Timeframe: On-going Responsibility: Housing Authority Funding: Bonds, redevelopment funds, Housing Authority reserves Timeframe: 1989-1991	Accomplished: • <u>Alameda Point Collaborative</u> – The City has funded rehabilitation of and/or leased 269 units of permanent and transitional housing for homeless households and senior housing at Alameda Point. (See Spirit of Hope, Dignity Commons under policy B.4. Also see Appendix H for complete list of homeless and transitional housing projects.) • <u>Midway Shelter</u> – Funded by the City, this shelter provides emergency housing, job readiness and housing placement assistance, and counseling for women and children. Midway has a capacity of 7,300 bednights/year. From FYs 1994/1995-1999/2000, 479 households have received shelter. • See <u>Senior Housing Project</u> under Policy C.3 (accomplished)	Analysis & Recommendations: The City has a good record for serving special needs housing. Need has increased significantly in the last few years. It is recommended that senior and disabled housing be developed by the City in the third and fourth years in the planning period. Midway Shelter is an extremely effective service provider. It is recommended that the City continue to support this program. (See Senior Housing Project under Policy C.3 (Analysis and Recommendations))
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D. Government Process and Role

Policy D.1 Provide an active leadership role in helping to attain the goals of the City's Housing Element and implement the actions prescribed in the Housing Element in a timely manner.

Action Plan: Provide an active leadership role to help attain the goals of the City's Housing Element and implement the actions prescribed in the Housing Element in a timely manner. Responsibility: BHDD Funding: HOME funds, BWIP funds Timeframe: On-going	Accomplished: • <u>Technical Assistance to Nonprofit Corporations</u> – Assisted a local committee form a housing development nonprofit called the Alameda Development Corp. (ADC). The ADC incorporated in February 2000 and purchased its first property (626 Buena Vista) the same year. Target Objective: Development of affordable housing for very low and low income households. The ADC expects to complete construction of 9 affordable homeownership units by the end of 2001 at 626 Buena Vista. City staff provides on-going technical assistance to the ADC. • <u>Housing Development Division</u> – Established the Housing Development Division in 1997 to focus on implementation of the Housing Element programs and projects.	Analysis & Recommendations: ADC is a new nonprofit organization with a local, citizen-based Board of Directors. It has potential for facilitating the development of affordable housing in Alameda. It will need significant City support within the next few years in order for it to take a prominent role in housing development and service the needs of Alameda residents. It is recommended that the City encourage ADC's participation in the City's long-term housing development objectives. The City reorganized its Development Services Dept. (including the Housing Development Division) in 2001. The reorganization includes the creation of the Business and Housing Development Division. The reorganization strengthens the City's ability to continue to support housing opportunities and expansion by focusing resources on new housing construction and housing assistance programs.
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Policy D.2 Encourage public participation by all economic segments of the community in the formulation and review of City housing policies.

Action Plan: Actively seek the input of all economic segments of the community in the formulation and review of City housing policies. Responsibility: BHDD, PBD Funding: State reimbursement funds, General Fund Timeline: On-going Responsibility: PBD Funding: General Fund Timeline: 1998 to present Responsibility: BHDD Funding: General Fund Timeline: 1999-2000	Accomplished: • <u>Revisions to Housing Element</u> – In 1999 the City began working on this element. Numerous public meetings and workshops have been held to encourage broad public participation (see Appendix C). Target Objective: Update consistent with State law requirements. The City will consider adopting this updated Housing Element by December 31, 2001 as directed by State law. • <u>Revisions to the General Plan</u> – Revise General Plan in accordance with State law. The City has sponsored several public workshops and sent a General Plan update newsletter to approximately 1,500 addresses. Target Objective: Revise General Plan. The City adopted a revised General Plan in 1991. Currently the City is undertaking another major revision of the General Plan. The update is expected to be completed by 2002. • <u>Housing Forum</u> – Over the first 6 months of 2000 the City sponsored a housing	Analysis & Recommendations: Staff continues to facilitate the public participation process so that all economic segments of the community are heard. Staff continues to facilitate the public participation process so that all economic segments of the community are heard. The forum process was very productive and received front page press coverage highlighting housing issues. It is recommended that it be
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	forum and invited community members representing major stakeholder groups (e.g., Alameda Red Cross, Chamber of Commerce, renters, homeowners) to engage in a dialogue addressing the housing needs of the community. Six public meetings were held. Approximately 75 individuals participated in the meetings. This effort resulted in recommendations presented to the City Council, many of which have been incorporated into the Housing Element's proposed policies.	repeated periodically, to ensure that housing policies and programs are reviewed to reflect changes, conditions, and needs of the community.
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Policy D.3 Provide equal housing opportunities by taking appropriate actions, when necessary, to prevent discrimination in the local housing market.

Action Plan: City analyzes the Impediments to Fair Housing and develops Strategic/Annual Plans to address same under the leadership of the Alameda County HOME commission. Responsibility: CPAD Funding: CDBG/HOME funds/General Funds Timeline: On-going	Accomplished: • <u>Fair Housing Services</u> – Sentinel Fair Housing is contracted by the City to counsel tenants/landlords on rights and responsibilities and mediate disputes, conduct multi-lingual outreach, and investigate discrimination complaints. 3000 households received direct assistance from FYs 1994-95 to 1999-2000.	Analysis & Recommendations: This program is very effective. Sentinel has received a HUD Best Practices nomination for its education programs. City is also increasing emphasis on proactive partnerships with property owners.
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Responsibility: CPAD/HA Funding: CDBG/HOME funds/General Funds Timeline: On-going	• <u>Affirmative Marketing</u> – The City and Housing Authority employ affirmative marketing strategies for assisted units, so as to attract a broad cross section of the eligible population without regard to race, color, religion, sex, national origin, disability or familial status. Prominent use of Equal Housing Opportunity messages in advertising is used to help ensure that eligible families of similar income levels will have a like range of housing opportunities.	This program is effective. AHA provided additional staff training in this area.
Responsibility: CPAD Funding: CDBG/HOME funds/General Funds Timeline: On-going	• <u>Hate-Free Alameda</u> – City has long-standing policy that harassment and discrimination on basis of race, religion, creed, color, national origin, ancestry, handicap, disability, marital status, pregnancy, sex, age, or sexual orientation will not be tolerated. The City has implemented proactive initiatives such as the Hate and Intolerance Response team.	This program is very effective as it allows community leaders and public officials to present a united response to reports of hate-motivated incidents and was successfully employed to confront a discriminatory flyer posted at a public housing complex.

Policy D.4 Encourage the efficient and timely review of development projects and “fast-track” affordable and special need projects where possible and appropriate.

Action Plan: Analyze the City’s development permit process and consider recommendations, including a One-Stop Permit Center. Responsibility: PBD: General Fund Timeline: 2000-2002	Accomplished: • <u>Coordinated Staff Review of Projects</u> – The City has undertaken an extensive study	Analysis & Recommendations: It is recommended that the City continue to pursue the creation of the One Stop Permit
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	to facilitate the development of a One Stop Permit Center to improve the coordination of housing project applications. The study was completed in 2001. Target Objective: Efficient review of projects resulting in cost reductions. The One Stop Permit Center is expected to be operational in 2002.	Center and other development process streamlining objectives as an effective tool to reduce barriers and burdens for new residential development.
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Policy D.5 Promote residential opportunities in the City's Redevelopment Area.

Action Plan: Promote residential opportunities in the City's Redevelopment Area. Responsibility: Base Reuse and Redevelopment Division (BRRD) Funding: 20 percent tax increment housing set-aside from redevelopment funds Timeframe: On-going	Accomplished: • <u>Redevelopment Project Area Expansion</u> – The City has successfully created three redevelopment project areas [West End Community Improvement Project (WECIP), Business/Waterfront Improvement Project (BWIP), and the Alameda Point Improvement Project (APIP)], in which state law mandates that 15 percent of all housing units that are built are affordable to very low, low and moderate income households. Developers must build the units or pay an in-lieu fee to subsidize the development of affordable housing by another developer. 14 inclusionary units have been developed and more than \$1 million in lieu of inclusionary units paid. Target Objective: Generate tax increment	Analysis & Recommendations: The City has a very good record of encouraging housing development in redevelopment areas. It is recommended that the Housing Forum proposal to increase the inclusionary goal for WECIP and BWIP 25 percent, be evaluated for economic feasibility. Marina Cove Development by KB Home has a 20 percent inclusionary obligation, a one-third increase over state redevelopment law requirements.
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Responsibility: PBD Funding: Department of Defense Timeframe: 1989-1995	funds for affordable housing. As of 12/00 the City had generated approximately \$10.4 million in tax increment funding for housing and has committed or expended approximately \$8.5 million for very low or low income housing projects. The City also has adopted a 25 percent inclusionary requirement for APIP (which is in addition to 200 units of very low income housing for formerly homeless). Further, the Catellus/FISC/East Housing project (located in the APIP and BWIP) is committed to developing very low, low and moderate income ownership and rental units which will constitute 25 percent of all residential units developed pursuant to Renewed Hope Settlement Agreement. (600 total units including 147 affordable.) • KB Home has voluntarily increased their inclusionary housing for Marina Cove to 20 percent for a total of 30 units. • <u>Military Housing</u> – Prior to the closure of the Naval Air Station Alameda, the Department of Defense planned to construct 520 new units of military housing. The Navy built more than half of the housing units before it announced the closure of the base. Target Objective: A total of 300 affordable units were constructed in 1991. The City is likely to sign a long-term lease	The closing of NAS has provided opportunities for the City to increase its general housing supply as well as its affordable housing supply.
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Responsibility: PBD Funding: General Fund Timeframe: 1999 to present	agreement with the U.S. Coast Guard for these units as well as 282 units in North Housing. • <u>Reuse Area Special Studies</u> – These studies were intended to determine appropriate re-use sites for housing. Target Objective: Provide additional housing in appropriate reuse areas. The City has initiated a Northern Waterfront Specific Plan process to assist in the transition of this area from industrial to other uses, including residential.	This project will be completed as part of the City's General Plan Update.
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Policy D.6 To the extent that neighborhood integrity is not compromised, allow for the relaxation of minimum lot standards, yard setback requirements, and second unit requirements in certain circumstances.

Action Plan: Consider and adopt policies, regulations and standards that support the development of affordable housing but do not compromise neighborhood integrity. Responsibility: PBD Funding: General Fund Timeframe: 1990-1995	Accomplished: • <u>Second Units</u> – The 1990 Housing Element called for the amendment of the Zoning Ordinance to allow expansion of the size of second units. Target Objective: 5 affordable second units per year. The City reinterpreted its regulations in 1997. No amendment was required to enable the City to accomplish its objective. To-date, no second units have been constructed.	Analysis & Recommendations: Additional ordinance clarification may be necessary. It is recommended that the second unit ordinance be reviewed to make it an attractive tool for providing affordable housing.
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Responsibility: PBD Funding: General Fund Timeframe: 1989-1991	• <u>Yard Setbacks</u> – The City adopted a Zoning Ordinance amendment to simplify the permit requirements for yard setbacks. The amendment permits the continuation of nonconforming sideyards. It also allows second story additions to observe existing nonconforming yard requirements with a detriment finding.	The City continues to administer this provision of the Zoning Ordinance. The provision has enabled many residential additions as well as allowed new infill units. It is recommended that the City continue to administer the provision.
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Policy D.7 Ensure that policies, regulations, and procedures do not add unnecessarily to the costs of producing housing, while assuring the attainment of other City objectives.

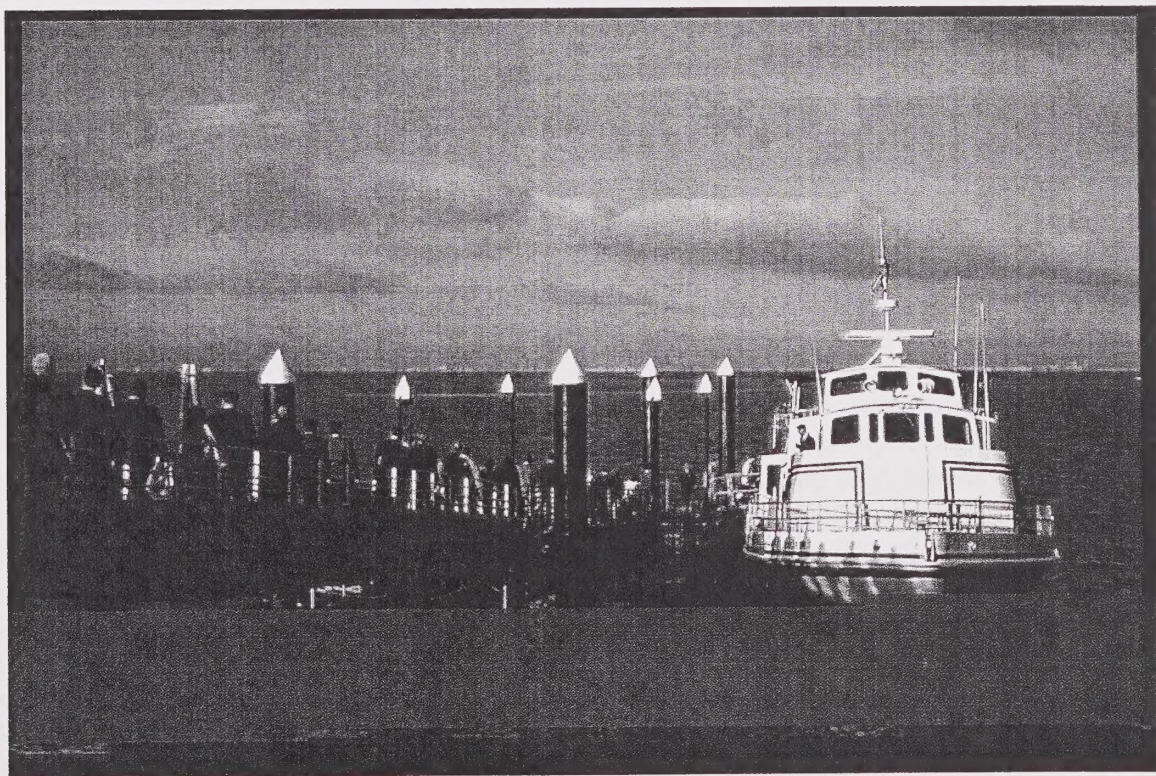
Action Plan: Ensure that policies, regulations, and procedures do not add unnecessarily to the costs of producing housing, while assuring the attainment of other City objectives. Responsibility: PBD Funding: General Fund Timeframe: 1992 Responsibility: PBD Funding: General Fund Timeframe: 1998-1999	Accomplished: • <u>Small Lots</u> – Through the Planned Development zoning provision, the City has been able to provide the flexibility to develop small lots. Target Objective: Increase development potential. This provision has been used successfully in several residential developments. • <u>Parking Standards</u> – The 1990 Housing Element called for the review of parking standards to facilitate infill development. No action has occurred on this item due to a lack of broad-based support for relaxing parking restrictions.	Analysis & Recommendations: This provision has been used successfully in several residential developments. It is recommended that the City maintain this regulation due to its effectiveness in providing housing. It is recommended that the City consider in-lieu parking fees and parking variances on a case-by-case basis to facilitate development where such programs are appropriate and have community support.
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	Target Objective: Facilitate infill development by amending the parking standards in the Zoning Ordinance. No action occurred.	
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Alameda

CHAPTER IV HOUSING NEEDS ASSESSMENT



CHAPTER IV HOUSING NEEDS ASSESSMENT

A. Introduction

Alameda, like the Bay Area in general, is experiencing significant changes in its population and its housing market. Alameda residents are very concerned about housing availability and affordability. The housing market in the area has been very tight for several years with home prices skyrocketing and rents increasing dramatically. Though the recent economic downturn has eased somewhat the regional pressure on housing prices, the historic momentum has left Alamedans facing an extremely expensive market. Data from a local real estate research firm reveals recent trends:

The Oakland metro area, still capitalizing on its position as a lower cost alternative to other Bay Area locales, recorded employment growth of 2.1% for the one-year period ending June 2001, up from 1.8% for the same period one year ago... During this period, Oakland median price increased 42.9%... [T]hree successive quarters of negative absorption of new rental units resulted in a slight increase in the overall vacancy rate, rising from 1.3% one year ago to 2.1%... The overall rent increased 18.4% over the one year period ending June 2001, from \$1,144 to \$1,354. While rents were up on a year-over-year basis, the actual percentage rent growth was showing erosion on a month-to-month basis.

Source: Hendricks and Partners "Apartment Update", Second Quarter 2001.

While housing costs may be decelerating, they are still climbing ever higher. Even for those residents who have not been forced to pay more for housing, the perception and reality of rising prices have caused serious anxiety. These concerns have led many residents to fear that they will need to leave Alameda or even the Bay Area to afford a decent place to live. The following chapter provides an overview of the housing market and areas of demand for housing not currently being met, which are described as housing "need."

Data from the 1990 Census provide the basis for the Housing Needs Assessment. Most data from the 2000 Census was not available for the Alameda Housing Element update.. In order to fill this gap and provide public input on current housing needs, the City of Alameda commissioned a telephone survey ("housing survey") by the survey firm of Evans/McDonough (see Appendix K for complete survey and results.) Trained professional interviewers interviewed 400 residents over the age of 18. The sample was drawn from a random digit dial database of known local telephone exchanges. The margin of error for the overall survey is ± 4.9 percentage points. The following analysis uses the 1990 Census, available data from the 2000 Census, the housing survey and other sources. This survey eliminates some of the data gaps resulting from not having complete 2000 Census material.

B. Regional Housing Needs Determination (RHND)

1. Allocation and Housing Goals

State Housing Element Law, Government Code Section 65584, requires local governments to plan for their share of anticipated regional housing needs. In April 1999, the Association of Bay Area Governments (ABAG) began a process to develop a methodology for distributing the Regional Housing Needs Determination (known as the RHND). Each jurisdiction must use the RHND allocation in the update of its general plan housing element. The allocation takes into consideration regional and local factors such as jobs, housing, land use and transportation. The allocation, released June 1, 2000, is particularly focused on achieving a jobs/housing balance with the goal of providing housing, particularly affordable housing, in proximity to the high job growth areas. Alameda's allocation and housing goals for the five-year planning period ending June 30, 2006, are depicted in Table IV-1:

City of Alameda – Housing Element 2001-2006

Table IV-1
RHND Allocation – New Housing Units

Income Limits ¹	Very Low: (Up to \$35, 800)	Low: (Up to \$53, 850)	Moderate: (Up to \$85, 900)	Above Moderate	Total
# of Units	443	265	611	843	2,162

¹ Income Limits for a family of four as of April 2001

Source: HUD Information Bulletin PDR 2001-03

2. Alameda's Fair Share Allocation

In November 2000, ABAG released final numbers for the RHND based on a new formula of projected housing and job growth in each jurisdiction. In this release, the City of Alameda was assigned a Fair Share Allocation of 2,162 new housing units to accommodate projected residential and job growth in the City. Of this number, 443 were allocated to be affordable for very low income households, 265 for low income households, 611 for moderate income households and 843 for households above moderate income.

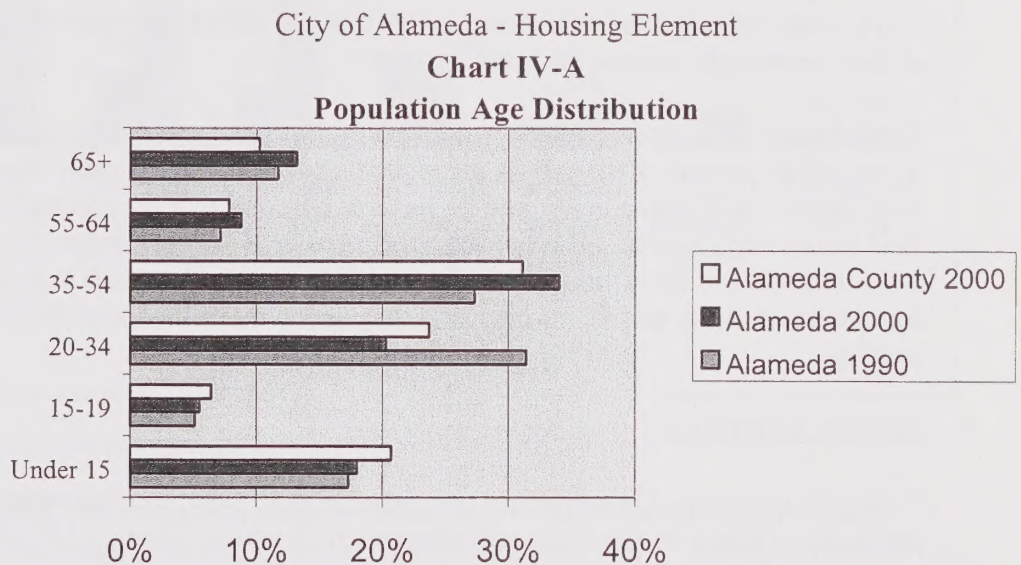
C. Community Profile

1. Population Demographics

According to the 2000 Census, Alameda's population is 72,259 (see Appendices E and F for a detailed review of population and housing characteristics). Alameda has lost population since its peak in 1994 of 79,291 due to the closing of the Alameda Naval Air

Station and the Fleet Industrial Supply Center. Alameda is the only Bay Area city to lose population between the 1990 and 2000 censuses. This is in contrast to Alameda County's growth of more than 35 percent in the last ten years. Alameda is expected to recover this population with residential growth in the former military installations as well as in the formerly industrial Northern Waterfront.

Alameda did not experience any significant change in its age distribution between 1990 and 2000. The number of children under the age of 15 remained around 17 to 18 percent while the population over 65 rose from 12 percent to about 13.2 percent. The Census indicates that about one quarter of households have one or more individuals age 65 or more.



Source: U.S. Census

2. Number of Households in the Community

According to the 2000 Census, Alameda had 30,226 households. In 2000, almost 44 percent of households in Alameda consisted of married couples, and almost half of them had children under 18. Approximately 15 percent of households in Alameda fall into the category called "other family" in which there is either a male or female head of household, with or without children present. In 2000, the average household size in Alameda was 2.35 persons. Finally, Alameda has an increasingly diverse population in which 43 percent of the residents identify themselves as non-white.

3. Tenure Characteristics

Of Alameda's 30,226 occupied units, 48 percent (14,486 units) were owner-occupied and 52 percent (15,740) were rentals in the year 2000. This is an increase in ownership

over the 1990 Census, which showed Alameda to have a homeownership rate of 44 percent. In comparison, the ownership rate percentile nationwide is in the mid 60s. .

4. Comparing Level of Payment with Ability to Pay

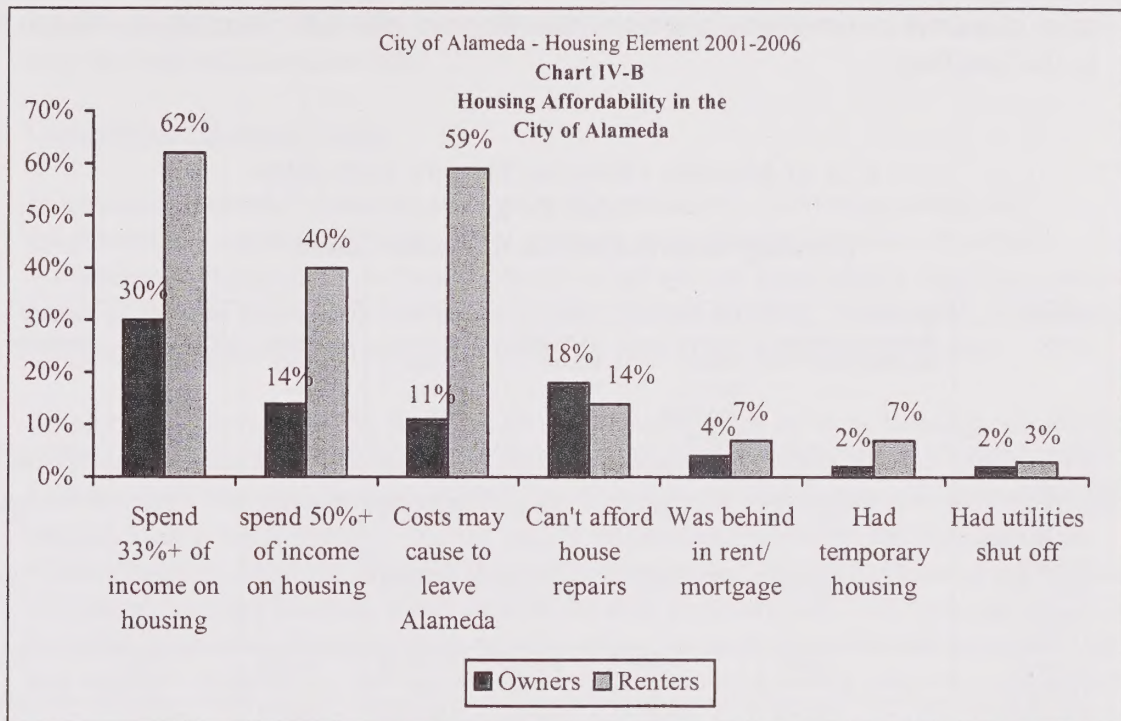
In most housing markets, lenders as well as the federal government traditionally have considered 30 percent of income spent on housing to be “affordable.” That is, low and moderate income households paying more than 30 percent of their gross income for housing are likely to have to defer or cutback on purchases of other important necessities such as medical care and clothing. In 1990, 26 percent of the City’s households paid more than 35 percent of income on housing. Almost one out of every three renter households paid more than 35 percent of their income for rent. In 1990, 4,528 renter and 5,396 owner households with incomes less than \$35,000 a year paid more than 35 percent of their household income for housing.

The February 2001 housing survey paints a much worse picture, particularly for renters. A total of 44 percent of all survey respondents said they spend more than one-third of their income on housing costs, and 26 percent reported that they spend more than half their income on housing. The burden appears to be worse for renter households. Of the renter households surveyed, 62 percent said they spend more than one-third of their income on housing, and 40 percent said they spend more than half their income on housing.

5. Housing Affordability

While the majority of homeowners are satisfied with their housing situation, many renters are having a much harder time, according to the housing survey. Affordability of housing creates problems for both renters and homeowners. The housing survey identified a small but significant minority of homeowners who have had a variety of housing problems. Some cannot afford house repairs (18 percent), others pay more than half of their income on house payments (14 percent), some have been behind in their mortgage payments in the past year (4 percent), or have had utilities shut off for lack of payment (2 percent).

The housing survey chart below highlights some of the significant financial differences between homeowners and renters in Alameda:



Source: Alameda Housing Survey, February 2000

Among renters, these numbers are somewhat higher. Some cannot afford repairs (14 percent), others have been behind in their rent in the past year (7 percent), or have had utilities shut off for lack of payment (3 percent). A very significant difference between renters and homeowners is that 40 percent of renters spend more than half of their income on housing costs, compared to 14 percent of homeowners.

Table IV-2 provides another perspective to the affordability problem. In many cases, jobs that employ Alameda residents do not pay enough for the workers to afford to live in Alameda County. The housing survey indicated 72 percent of renter respondents said they would move within the next few years and 85 percent of the possible movers said cost was a priority.

There also is anecdotal evidence that many families who have members working in certain professions, such as teachers or other education support personnel, are leaving Alameda for less expensive housing. If true, the practical impact of this situation is that it will become increasingly difficult to recruit teachers who are willing to commute from outlying suburbs. The consequence is that non-resident teaching staff may not be equally committed and involved in the Alameda community. There are many other relatively low paying jobs that are important to the community, whose employees are similarly affected by the lack of affordable housing.

The following table illustrates this point emphatically. Lower income families, even with two wage earners, are unable to participate in the housing market. Even households with more moderate incomes must pay more than they can afford for housing in order to live in the East Bay.

City of Alameda – Housing Element 2001-2006
Table IV-2
Housing Affordability in Alameda County

Alameda County	Estimated Household Income (monthly) 2001	Affordable Payment: 30% of Monthly Household Income	2000-4 Average \$ Multi-Family Rent	2000-4 Existing Median Home Price	Monthly Mortgage Payment	Monthly Rent Deficit	Monthly Mortgage Deficit
Retired Couple	\$1,692	\$508	\$1,485	\$332,328	\$2,704	(997)	(2,196)
Min Wage Couple, Both FT 2001	\$2,167	\$650	\$1,485	\$332,328	\$2,704	(835)	(2,054)
Min Wage Couple, Both FT 2002	\$2,340	\$702	\$1,485	\$332,328	\$2,704	(783)	(2,002)
Preschool Teacher	\$1,850	\$555	\$1,485	\$332,328	\$2,704	(930)	(2,149)
Secondary School Teacher	\$3,696	\$1,109	\$1,485	\$332,328	\$2,704	(376)	(1,595)
Computer Programmer & System Analyst	\$10,349	\$3,105	\$1,485	\$332,328	\$2,704	1,620	401

Source: State of California Housing and Community Development Department

6. Overcrowding

A crowded housing unit is defined as a unit in which there is more than one person per room, excluding the kitchen and bathroom(s). A severely crowded housing unit is one in which there are 1.5 persons per room. According to the 1990 Census, 1,857 housing units, or 6.4 percent of the occupied housing stock, were crowded. Of these units, 1,008 were crowded and 849 were severely crowded. There were 388 crowded owner-occupied units, of which 226 were crowded and 162 were severely crowded. And there were 1,469 crowded renter-occupied units, of which 782 were crowded and 687 were severely crowded. Renters occupied 79 percent of the crowded housing units.

D. Housing Stock Conditions

1. Number of Housing Units

According to the 2000 Census, Alameda has a total of 31,644 units. Between 1988 and 2000, approximately 1,854 units were added to the housing stock, or an average of 155

units per year. (See Table III-1.) Alameda's housing stock is relatively old. More than one-third of the housing stock was built before 1940, and three-quarters of the stock was built before 1970. The large supply of Victorian homes greatly contributes to the city's attractiveness, but it also may mean that many property owners are faced with higher-than-average maintenance bills.

2. Condition of Housing Units

In general, Alameda's housing stock is well maintained. However, almost all neighborhoods contain units that show some degree of deterioration or disrepair. According to the housing survey, 4 percent of all survey respondents said they were very unsatisfied with the overall condition of their current housing. In addition, 16 percent of respondents said they had trouble keeping up with house repairs due to cost.

Finally, the City's Building Services Division keeps track of local housing conditions by maintaining a database for recording code enforcement complaints and issues. From January 1998 through December 2000, the City recorded 186 cases. Reported conditions ranged from sewage seepage and no heat to collapsing chimneys and leaking roofs. While Building Services officials also acknowledge that the reported cases do not capture all the substandard housing conditions in the city, they estimate that 5 percent (1,511) or fewer of Alameda's housing stock requires some form of rehabilitation to make it safe and sanitary (habitable), with another five to ten percent needing major repairs to halt deterioration. No current data indicate housing units in Alameda deteriorated to the point that replacement is necessary.

3. Lead-Based Paint Hazards

Approximately 24,000 (76 percent) of Alameda's residential units were constructed prior to 1978, when the use of lead-based paint became illegal. Many residential structures and adjacent open space areas still contain lead-based paint, which can cause physical and developmental problems in children six years and younger.

Removing or controlling lead-based paint hazards can be costly, technically demanding and disruptive. There is a need for increased funding to help homeowners and rental property owners remove lead paint from residential units and other areas frequented by young children, such as garden and playground areas. There is a shortage of trained and certified contractors to perform the work in a safe and efficient manner. The extent of the work can also necessitate temporary relocation, adding to the cost and complexity of any lead-paint control project.

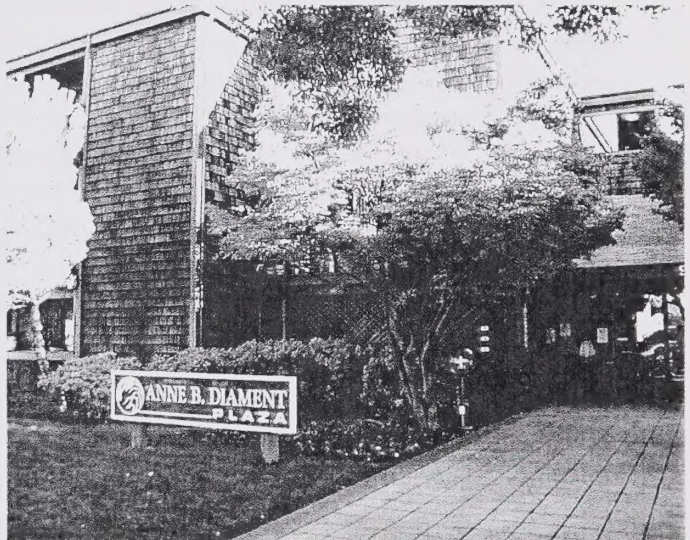
E. Special Housing Needs

1. Elderly Housing

In 2000, approximately 22 percent (15,975) of Alameda's population was over 55 years of age; approximately 13.3 percent (9,605) was over 65 years of age, and 5 percent

(4,893) was over 75 years of age. More detailed data available from the 1990 Census shows that 5,877 households (or 19.7 percent of all Alameda households) were headed by a person 65 years of age or older. Of these households, 1,888 (32 percent) were renter households and 3,989 (68 percent) were homeowner households. Of the total number of households 65 years of age or older, approximately 7.5 percent were classified as below the poverty level. According to the 1990 Census, almost 50 percent of the population 65 years of age or older lives alone. This may be of concern as seniors in non-family situations are five times more likely to be living below the poverty level than their counterparts in family situations.

Housing costs since 1990, particularly since 1998, have escalated rapidly. High housing costs, particularly rents, take a high proportion of elderly household income. Senior citizens who are long-term residents of rental units often experience substantial rental increases when their building is sold. Elderly residents in these circumstances sometimes find themselves unable to locate comparable accommodations at an affordable price in the City and may be forced to relocate to a new, unfamiliar community, which frequently can be traumatic. There are instances where rent increases have exceeded Social Security Insurance payments and forced renters to move. Tenants who feel that their rent increases are unfair may use the Rent Review Advisory Committee to encourage property owners to voluntarily reduce increases in rent.



For those retired and on fixed incomes, the costs of homeownership, particularly maintenance, generally constitute a much larger portion of monthly income than that of employed homeowners. Consequently, needed maintenance is often deferred, resulting in unpleasant or unsafe living conditions. In some instances, home maintenance costs can be overwhelming, necessitating sale and relocation after many years of attachment to friends and neighbors in the area. There is a need not only to preserve for future generations the housing stock currently occupied by senior citizens, but also to ensure that elderly residents are able to remain in safe and comfortable surroundings.

The increasing longevity of elderly people and the increasing number of elderly persons in the population will create a growing need for affordable housing and specialized housing for older residents. Specialized housing, especially for low and moderate income elderly persons such as assisted living facilities, congregate housing, life care services and group care facilities will be needed. In the last few years, 155 units of assisted housing have been built in Alameda.

In addition to supporting privately funded group and health care facilities for the elderly, the City can assist this special needs group through currently-operating programs such as the Section 8 Housing Choice Program and the Minor Home Repair Program.

Construction of small infill units may be a viable method of providing over-extended elderly homeowners an opportunity to “trade-down” within the City to newer, less maintenance-intensive housing located close to existing commercial services. Also, secondary dwelling units that are allowable in the One-Family residential district may meet the housing needs of displaced elderly renters. Residential care and community care facilities are permitted in all residential zoning districts in Alameda, subject to certain limitations. In addition to constructing the 186-unit Independence Plaza senior project, the City has entitled 155 assisted living units since 1990, in response to elderly housing needs. Finally, reverse mortgage programs can assist older persons who wish to use the equity of their homes.

2. Households Headed by Single Women

Since 1970, the number of households headed by single women has increased substantially. In the 2000 Census, the number of households classified as “Female Householder, No Husband Present” was 3,454, or 11.4 percent of all the city’s households. Significantly, single mothers headed 22 percent of all households with children. Data from the 1990 Census show the mean household income for single mothers with children was far below the city mean household income in 1989 of \$47,887. 32 percent of female-headed households with children under 18 in Alameda were below the poverty level in 1989. Women in the housing market, especially the elderly, low and moderate income, and single parents, face significant difficulties finding and maintaining housing.

Housing affordability is a primary issue because frequently only one income is available to support the needs of the household – and only a limited amount of funds can be allocated to housing. While some of these households may find housing assistance through the Section 8 Housing Choice Program, many others are victims of high rents or overcrowded conditions. Although there is a continuing need for affordable rental housing for small families, there is also a need for shared housing and group living alternatives where single-parent families can share not only space but childcare and other resources as well. Sentinel Fair Housing, the City’s housing counseling agency, emergency shelter providers, and the Alameda Red Cross all report large numbers of single-parent households seeking replacement housing or emergency shelter.

3. Persons with Disabilities

According to the 1990 Census, a total of 2,930 persons, or an estimated 7 percent of the working age population had some form of disability. Of these persons, 1,277 were prevented from working by their disability.

Special needs of individuals with disabilities vary depending upon the particular disability. For example, the needs of a blind person differ greatly from those of a person

confined to a wheelchair. Special facilities such as ramps, elevators or specially designed restrooms necessary for wheelchair access are architectural features needed to make dwellings suitable for persons confined to wheelchairs. Special features needed by ambulatory persons constrained by other disabilities may not be architectural; rather, these might be simple alternatives to conventional dwelling units or furnishing and appliances which make ordinary tasks of housekeeping and home life less trying and more enjoyable. In families the needs of persons with disabilities, in terms of special features, are fewer than those of a single person. Nevertheless, a person with a disability in a family would still have special needs. Special architectural features or contrivances could be valuable in giving this person greater independence, dignity, and quality of living.

Results of the Housing Survey performed by the City of Alameda show that 6 percent of households responding had a member or members with some form of disability requiring special housing accommodations. Based on the 2000 Census figure of 30,226 households, this would equate to roughly 1,813 such households in 2000.

Housing opportunities for people with disabilities can be maximized by removal of barriers in existing housing, and by the construction of new, barrier-free housing units. The City's current Substantial Rehabilitation and Rental Rehabilitation Programs provide opportunities for assistance in the removal of barriers in existing dwelling units.

In addition to the removal of architectural barriers and provision of special accessibility features, persons with physical and developmental disabilities may also need supportive services to help them maintain an independent lifestyle. Individuals with moderate to severe physical or developmental disabilities may need access to assisted living facilities.

The California Building Code requires that publicly-funded housing meet certain accessibility standards. There are a number of variables involved in determining the number of units that must be accessible or adaptable. Generally all public common areas, path of travel to the buildings and 1 in 25 units must be accessible. There are no requirements for privately funded housing.

4. Family Housing

Family housing encompasses a wide range of housing needs. These include female-headed households (discussed previously), married couples, and large families (with five or more persons). Family housing, especially for low and moderate income families, is an especially critical need in Alameda.

In the 2000 Census there were 17,858 family households, or 59 percent of the total 30,226 households in the City. Of these, 8,378 had children under age 18 in the household. While the average size of all households was 2.35 persons, the average size of family households was 3.04 persons. Since families with children, for the most part, require two to four-bedroom units, this has implications for the mix of housing types needed in Alameda.

In particular, large families (with five or more persons) have special housing needs. Though data from the 2000 Census are not yet available, the 1990 Census shows 2,303 households, or 7.9 percent of all Alameda households, to have five or more persons. Of these 1,027 were rental households and 1,276 were owner households. Large families of low to moderate income can have difficulty finding appropriate housing, as units with three or more bedrooms are often single-family homes with rents exceeding Section 8 rental assistance limits. As a result, these families are often forced to rent smaller dwelling units than they need, leading to overcrowded conditions and accelerated building deterioration. The 1990 Census showed that Alameda's stock of larger family units (three or more bedrooms) increased to 37 percent of all units, up from 32.2 percent in 1980.

Virtually all new assisted housing in the last five years in Alameda has been housing for families with four or more persons in the household. In the next five years, planned development in Alameda, especially the City's aggressive approach to development of affordable units in redevelopment areas, should increase opportunities for family housing of all sizes and income levels.

5. Families and Persons in Need of Emergency Shelter or Transitional Housing

The most comprehensive regional document concerning homelessness is the Alameda County "Continuum of Care" Plan (April 15, 1997). According to that document, a homeless individual is "...one who lacks a fixed, regular, and adequate residence. In addition, the definition includes those who live in supervised nighttime emergency and transitional residential facilities." From this document, the total number of estimated homeless in Alameda County at a single point in time is about 9,400.

The most recent information issued by the Alameda County Continuum of Care is a report on the analysis of homeless shelter intake forms completed between March and December of 2000. This report indicates that of 1,832 homeless persons surveyed in Alameda County, 2.4 percent reported having become homeless in the City of Alameda. Applying this percentage to the countywide estimate of 9,400 homeless persons provides an estimate of 226 persons whose homelessness originated in the City of Alameda.

Given an average household size of 1.66 persons (from this same surveyed population), an estimated 137 transitional housing units would be necessary to accommodate these households. Additional transitional units are required to meet the needs of persons who become homeless elsewhere but seek housing in



Alameda, while emergency shelter beds continue to be needed by those experiencing day-to-day transitory housing needs.

Emergency shelters are considered to be community care facilities in the City's Zoning Ordinance. Community care facilities are permitted in the residential and commercial zoning districts with a use permit. To meet the need for emergency shelter beds, the City provides funding assistance to the 24-bed Midway Shelter. To provide for transitional housing needs, the Alameda Reuse and Redevelopment Authority entered into long-term lease agreements with the Alameda Point Collaborative for a total of 200 transitional and permanent housing units for formerly homeless families. The City provided funding to help the rehabilitation of the Spirit of Hope (45 units) and Dignity Commons (28 units) projects.

Funding for current and planned projects is available from a variety of sources, including the redevelopment area 20 percent set-aside, in-lieu fees, HOME funds, and Affordable Housing Unit Fee funds.

6. Small Families and Individuals

The designation of "small families" is not a typical category for special needs. However, in all the citizen participation hearings, including the Ad Hoc Homeownership Committee, the Housing Forum, and the Housing Element public workshops, this issue has been identified repeatedly. Long-term renters who have raised families in Alameda are looking for and need small affordable units. They face not only high housing costs but also a particular gap in the available affordable housing stock. Few, if any publicly assisted studios or one-bedroom units have been developed.

On the other end of the age spectrum, small, young adult households face a similar situation. Alameda is a desirable, close knit community whose residents have strong ties to the community. Contrary to the generally transient California experience, Alameda boasts families who have multi-generational roots. Increasingly, however, young persons wishing to remain in Alameda cannot find a place to stay outside their parents' home because of the cost of housing. Hence, they must leave the city until their incomes grow to a point where they can afford to live in Alameda.

Also in this group are lower income, entry-level employees for new and existing businesses. In the "high tech" area, there is an emerging lifestyle in which the separation between work and home is increasingly less defined. This often is expressed in flexible work hours, "telecommuting," and social activities integrated in the work environment. In both cases there is a need for not only small units but housing in close proximity or actually incorporated into the work place.

7. Assisted Housing at Risk of Conversion

Alameda is fortunate in that of its almost 3,000 publicly-assisted units, only one project was at risk of conversion. This 40-unit family project, Playa Del Alameda, was on the market in 1999 and had only a few years left on its Section 8 contract. The project was

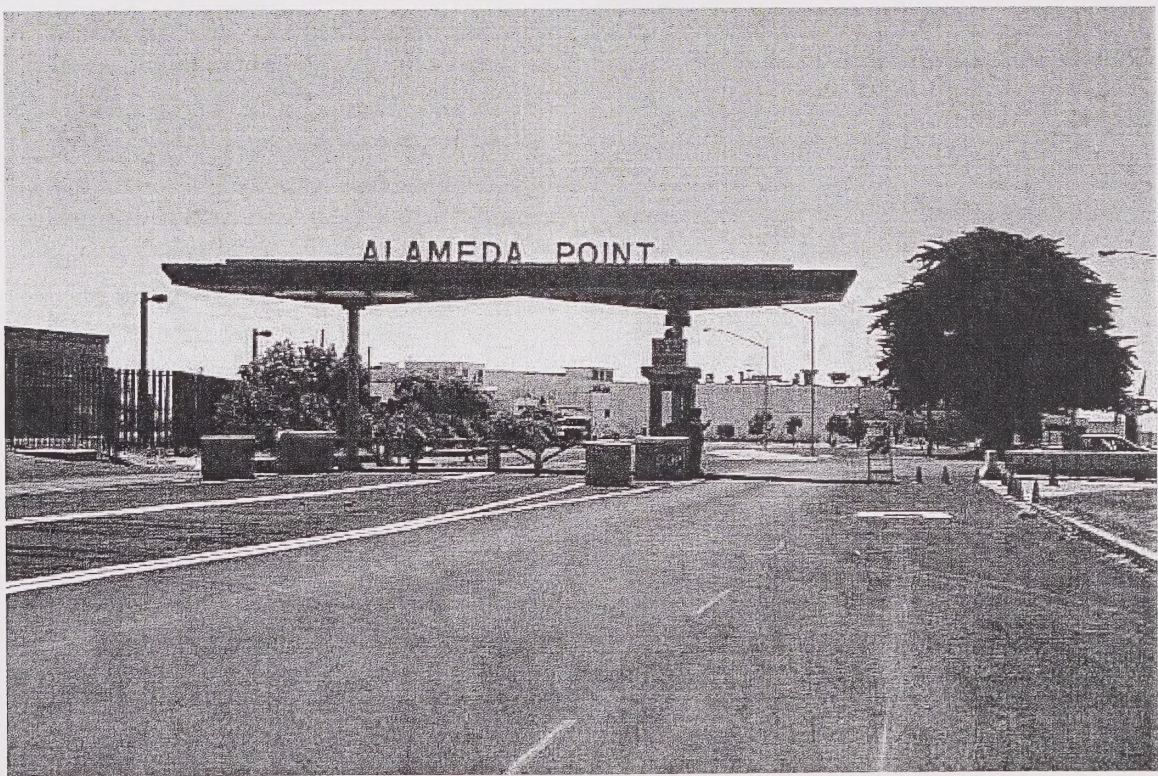
originally financed under the Section 221 (d) (4) and was 100 percent Project-based Section 8. The Housing Authority Board of Commissioners (City Council) helped new buyers acquire the property in 2000 by providing loans for which the principal and interest is deferred in exchange for affordability for the 55-year term of the loan. The new buyer also agreed to accept Section 8 contract renewals and to agree to affordability restrictions of 60 percent or below of the area median income, even if the Section 8 assistance was no longer made available to the project.

In another instance, the Housing Authority faced the expiration of a Section 8 Housing Assistance contract for a Housing Authority owned 50 unit family housing complex, Parrot Village. They successfully negotiated another contract which conserved these affordable units for low income families.



Alameda

CHAPTER V RESOURCES FOR HOUSING OPPORTUNITIES



CHAPTER V RESOURCES FOR HOUSING OPPORTUNITIES

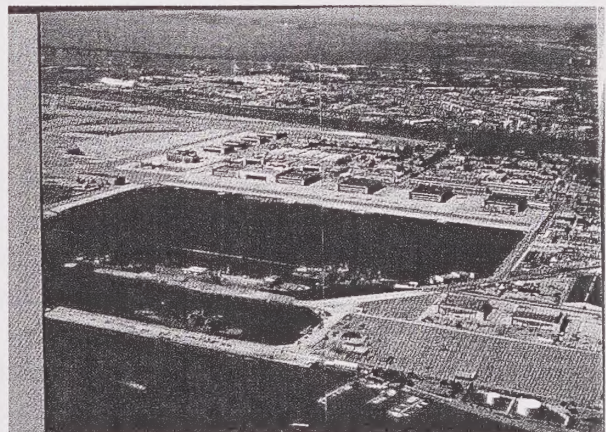
A. Introduction

Alameda is a relatively mature city compared to other cities on the West Coast. In the 1990 Housing Element, Alameda was considered almost completely “built-out.” At that time there were a few large, vacant sites available for new residential development on Bay Farm Island (see Appendix C for Neighborhood Descriptions) which have now been developed. The City had few other vacant sites for residential development and no ability to expand its supply of land through annexation or bay filling. The 1990 Housing Element strategy relied on construction of additional units on already-developed residential parcels.

In 2001 the landscape looks very different. Residential opportunities in Alameda have increased dramatically with the redevelopment of the Northern Waterfront and the availability of Alameda Point. The City is redeveloping three major areas which will include additional housing: Alameda Point (formerly Naval Air Station Alameda), the Fleet Industrial Supply Center (FISC - a former US Navy facility) and the Northern Waterfront. Much of the new housing to be built in Alameda over the 2001-2006 planning period is being and will be developed in these three areas (See Appendix D).

1. Alameda Point: In 1994 the City began an extensive process for planning the reuse of the Naval Air Station (NAS) Alameda. NAS Alameda closed in April 1997, the conveyance agreement was approved in May 2000, and title to the approximately 1,500 acre property is expected to be transferred incrementally to the City.

Based on the Navy’s current construction clean-up schedule, the conversion of NAS Alameda (now referred to as Alameda Point) from military to civilian use now presents an opportunity to create more housing and the City is aggressively pursuing housing as part of a sustainable mixed use plan. (The Community Reuse Plan was adopted by the Alameda Reuse and Redevelopment Authority in 1996 and includes several large areas reserved for housing and mixed use areas that include housing.) The City is in the process of adding an Alameda Point Element to the General Plan, which will include land use designations based on the Reuse Plan. A master developer was chosen in August 2001 to pursue a CERCLA Sec. 334 “early transfer” and redevelop approximately 700 acres of Alameda Point.



2. FISC/East Housing: The Fleet Industrial Supply Center (FISC) and former NAS East

Housing are former Navy properties that were transferred to the City in 2000 and is now the site of the Catellus mixed-use project. The FISC/East Housing site is located immediately east of Alameda Point, north of Atlantic Avenue, and includes about 140 acres with about 85 acres reserved for a mix of housing. The Catellus project has been entitled and will begin construction in the FISC in 2002, and will include a 1.3 million square foot business park and 574 homes (including 25 percent affordable) on the adjoining NAS East Housing parcel.

3. Northern Waterfront: In 2000, the City initiated a land use planning process to evaluate the Northern Waterfront for potential residential and other uses. The Specific Plan area includes that area of the city bordering the Oakland/Alameda Estuary, from Constitution Way on the west to Hibbard Street on the east. The Northern Waterfront Specific Plan will create additional opportunities for housing, and will be completed in 2002. KB Home of the South Bay Inc. has developed the first phase of a 152 unit residential project on a 20-acre site, which was cleared of warehouse and industrial buildings.

4. Citywide: There are limited housing opportunities in remaining parts of the City since there is very little vacant land available for new housing development. Future expansion of the housing stock in the rest of the City will be on vacant scattered sites, from the addition of infill or "in-law" units on developed parcels to redevelopment of commercial areas. 20 percent of this project will be affordable, five percent above State CRL requirements.

B. Housing Affordability

All of Alameda Point, the FISC and much of the Northern Waterfront are located within Community Improvement Plan (CIP) redevelopment areas. All housing projects located within these CIP areas are required by State law to set aside at least 15 percent of the units for very low and moderate income housing. Basic Community Improvement Commission (CIC) policy requires developers to provide at least 15 percent of the total number of housing units for affordable housing. Of the 15 percent, 6 percent is required to be affordable to very low income households and 9 percent must be affordable to low or moderate income households. Affordable housing is increasingly becoming a high priority. To respond to increasing needs, the City has required inclusionary goals exceeding State of California redevelopment guidelines.

For instance, the City has required the 152-unit Marina Cove Project, developed by KB Homes South Bay Inc., to make 20 percent of the total units affordable, and an even higher goal has been established for Alameda Point. One in every four new units constructed at Alameda Point will be affordable. The additional 10 percent will be affordable to families not exceeding 80 percent of the median income for the area.

All non-residential projects must comply with the City's housing impact ordinance, the Affordable Housing Unit/Fee (AHUF) ordinance (Alameda Municipal Code section 27-1). The ordinance requires all new development or change of non-residential use to either provide low

income units or an in-lieu fee. For example, for every 100,000 square feet of project space, an office building developer either must provide 20 units which are affordable to low income households for a period of 59 years, or pay an in-lieu fee of \$3.45 per square feet of the development. The AHUF funds may be used for a variety of costs associated with developing or rehabilitating affordable housing.

In addition to the AHUF, the City has access to the significant and growing redevelopment Low and Moderate Income Housing Funds (20 percent set-aside) from the City's three redevelopment areas, BWIP, WECIP and APIP. The City also participates in the federal HOME program and other federal and state housing programs.

C. Land Inventory

The following table, maps and descriptions summarize the City's inventory of land designated (or to be designated) for housing over the planning period. Some of the projects described in the inventory have been constructed as of the date of publication because they fall within the current HCD planning period for housing production (January 1, 1999 to June 30, 2006). It should also be noted that several of the sites eligible for new housing are privately owned and have no development plans on record; only the property owner can propose development on private property. On sites the City controls, it is aggressively pursuing construction of new housing, rehabilitation of existing housing and conversion of former military housing to civilian residential uses.

Table V-1 describes these sites in detail, including General Plan designation, zoning, unit yield (by income level) and status. Figures V-A and V-B illustrates the general location of parcels suitable for residential development over the planning period and Figure 5c indicates the new land use designations for Alameda Point which accommodate future housing development. The number of units that can be accommodated on each site is generally consistent with approved development plans for the site. In the case of sites that do not have City development plans, an average of 15 units per acre is assumed, unless otherwise noted. The 15 units per acre represents the mid-point of density allowed by the Medium Density Residential General Plan designation and is consistent with recent development projects approved in the city.

On sites where a higher density is contemplated, the City has consulted with an architect to develop conceptual site plans. The purpose of these site plans is to demonstrate that the densities shown in this table are feasible given physical and regulatory constraints. These conceptual site plans indicate that an assumed density of at least 15 units per acre is feasible on the parcels included in this table. The conceptual site plans are included for illustrative purposes (see Appendix D).

City of Alameda -- Housing Element 2001-2006

Table V-1

Land Availability and Supply Table

January 1, 1999 to June 30, 2006

	Location	General Plan Designation ¹	Zoning	Acres	Total Units	Income				Information and Current Status ²
						Very Low	Low	Mod	Above Mod	
1	460 Buena Vista	MDR	R - 4 - PD		26	3	8	15		Acquired by Housing Authority and Rehabilitated / Completed in 2000
2	The Gardens / Buena Vista	MDR	R - 4 - PD	8.9	83			8	75	New Construction / BWIP / 8 inclusionary units / Completed in 1999
3	1109 Buena Vista	MDR	R - 2		2		2			New Construction / Completed in 2000
4	Playa Del Alameda / Crolls Garden Court	MDR	R - 4 - PD		40	40				Section 8 Opt-Out, Refinanced and Rehabilitated with long term affordability in 2000
5	746 Eagle	MDR	R - 5		1	1				Housing Authority Rehabilitation / Completed in 2000
6	2201 Santa Clara	MDR	R - 6		3		3			Housing Authority / Land Trust Model Homeownership / New Construction / Completed in 2001
7	Marina Cove - Buena Vista and Hibbard	MDR	R - 4 - PD	20.5	152	10	7	13	122	Approved Tentative Map / BWIP / Under construction in 2001
8	626 Buena Vista	MDR	R - 4 - PD		9	1	3	5		Design development / Approved Planned Development / Under construction 2001
9	CDBG Sub. Rehab.	n / a	n / a		18	18				Funded / Miscellaneous scattered sites
10	AUSD Project	n / a	n / a		16		16			Funded / Site to be identified
11	Westline / Otis Drive	LDR	R - 1 - PD		3				3	Proposed / Approved Planned Development
12	43 County Road	LDR	R - 1		5				5	Proposed / Approved Parcel Map
13	2001 Versailles	MDR	R - 2 - PD	1	15				15	Proposed / Approved Planned Development (1 acre)
14	Elders Inn / 1721 Webster	CC	C - C		52				52	Completed / BWIP / Assisted living units - Construction Complete 2000
15	Aegis / 2415 Mariner Square Drive	MU - 2	M - 2 - PD		103				103	Proposed / Assisted living units - approved
16	Bay Cove (3500 Oleander)	MDR	R - 2 - PD	2.8	28				28	Approved subdivision of 28 single family units (2.8 acres)
17	Barnhill Marina / Mariner Square	CR	M - 2		9			9		Legalization of Liveaboard units
18	Alameda Mini - Storage (Singleton Ave.)	FF	M - 2 - PD	4.79	72	4		7	61	BWIP / 11 inclusionary units / Alameda Point GPA (Assumes 4.79 acres at 15 units per acre)
19	Alameda Beltline (next to Constitution)	MDR	M - 1 - PD	4	84		36	48		WECIP / subject to inclusionary requirements / General Plan notes 84 units (4 acres)
20a	MU - 5 Site: Laguna Harbour	OS	M - 2	7.29	76	5		7	64	Proposed / BWIP / 12 inclusionary units / Plans submitted May 7, 2001
20b	MU - 5 Site: Banta Collins	MU - 5	M - 2	6.8	102	7		9	86	BWIP / 16 inclusionary units (Assumes 6.8 acres at 15 units per acre)
20c	MU - 5: Northern Remainder	MU - 5	M - 2	2	30	2		3	25	BWIP / 5 inclusionary units (Assumes 2 acres at 15 units per acre)
20d	MU - 5: Southern Remainder	MU - 5	M - 1	2.57	44	3		4	37	BWIP / 7 inclusionary units (Assumes 2.57 acres at 17.1 units per acre)
21	Former Rite Aid (Constitution / Buena Vista)	MDR	C - M	1.57	26	2		3	21	BWIP / 5 inclusionary units (Assumes 1.57 acres at 16.6 units per acre)
22	Infill Housing	n / a			70			70		Citywide / approximately 10 units per year

1. MDR (Medium Density Residential), FF (federal Facilities), LDR (Low Density Residential), CC (Community Commercial), MU (Mixed Use), OS (Open Space), M-2-G (General Industrial/Manufacturing, Special Government, Combining District)

2. AP - Alameda Point, BWIP - Business and Waterfront Improvement Project (Redevelopment), WECIP - West End Capital Improvement Project (Redevelopment), AP/IP - Alameda Point Improvement Project (Redevelopment), GPA - General Plan Amendment, Inclusionary - Required by State Redevelopment Law and Community Improvement Commission

3. MOU - Memorandum of Understanding between the City and the Alameda Point Collaborative

**Table V-1
Land Availability and Supply Table
January 1, 1999 to June 30, 2006**

	Location	General Plan Designation ¹	Zoning	Acres	Total Units	Income				Information and Current Status ²
						Very Low	Low	Mod	Above Mod	
23a	Catellus FISC/East Housing Development	MDR	MX	70	475			48	427	Proposed / APIP / 72 required inclusionary units / Approved / Tentative Map (70 acres)
23b	FISC (MOU) / Operation Dignity/AHA owned	MDR	MX	2.5	39	39				Proposed / APIP / includes Catellus very low income inclusionary units / Approved Master Plan (2 acres)
23c	FISC (Agreement with Renewed HOPE/Arc Ecology) AHA - owned	MDR	MX	3	60	18	18	24		Proposed / APIP / Approved Master Plan - to be revised (3 acres)
24a	AP-West Housing (MOU)	FF	M - 2 - G		58	58				Construction Completed in 2001 / APIP
24b	AP-West Housing (non - MOU)	FF	M - 2 - G		142	142				Construction Completed on 89 units in 2001 / APIP
24c	AP-West Housing (Big Whites and Ranches)	FF	M - 2 - G		68				68	Occupied and Pending Substantial Rehab / APIP
25	AP - Bachelor Officers Quarters (BOQ)	FF	M - 2 - G		210	30	20	160		Proposed / APIP / 32 required inclusionary units / Proposed Senior Housing / Existing 1999 affordable housing covenant
26	AP - West Neighborhood District	FF	M - 2 - G	31	272	13	28	27	204	APIP / 68 required inclusionary units / Alameda Point GPA
27	AP - Civic Core District	FF	M - 2 - G	9	128	8	13	11	96	APIP / 32 required inclusionary units / Alameda Point GPA
28	AP Marina (Seaplane Lagoon)	FF	M - 2 - G	8	53	3	5	45		BWIP / 14 required inclusionary units / Liveboards / Alameda Point GPA (8 acres)
29	AP - Civic Core	FF	M - 2 - G	34	525	31	53	48	393	APIP / 48 required inclusionary units/Alameda Point GPA (Assumes 27 acres at 15 units per acre)
30	AP - Marina District	FF	M - 2 - G	27	525	31	53	48	393	APIP / 132 required inclusionary units/Alameda Point GPA (Assumes 34 acres at 20 units per acre)
	Total Housing Units				3,624	469	265	612	2,278	
	Association of Bay Area Governments (ABAG) Regional Housing Need Determination (RHND)				2,162	443	265	611	843	
	Excess Balance				1,462	26	0	1	1,435	

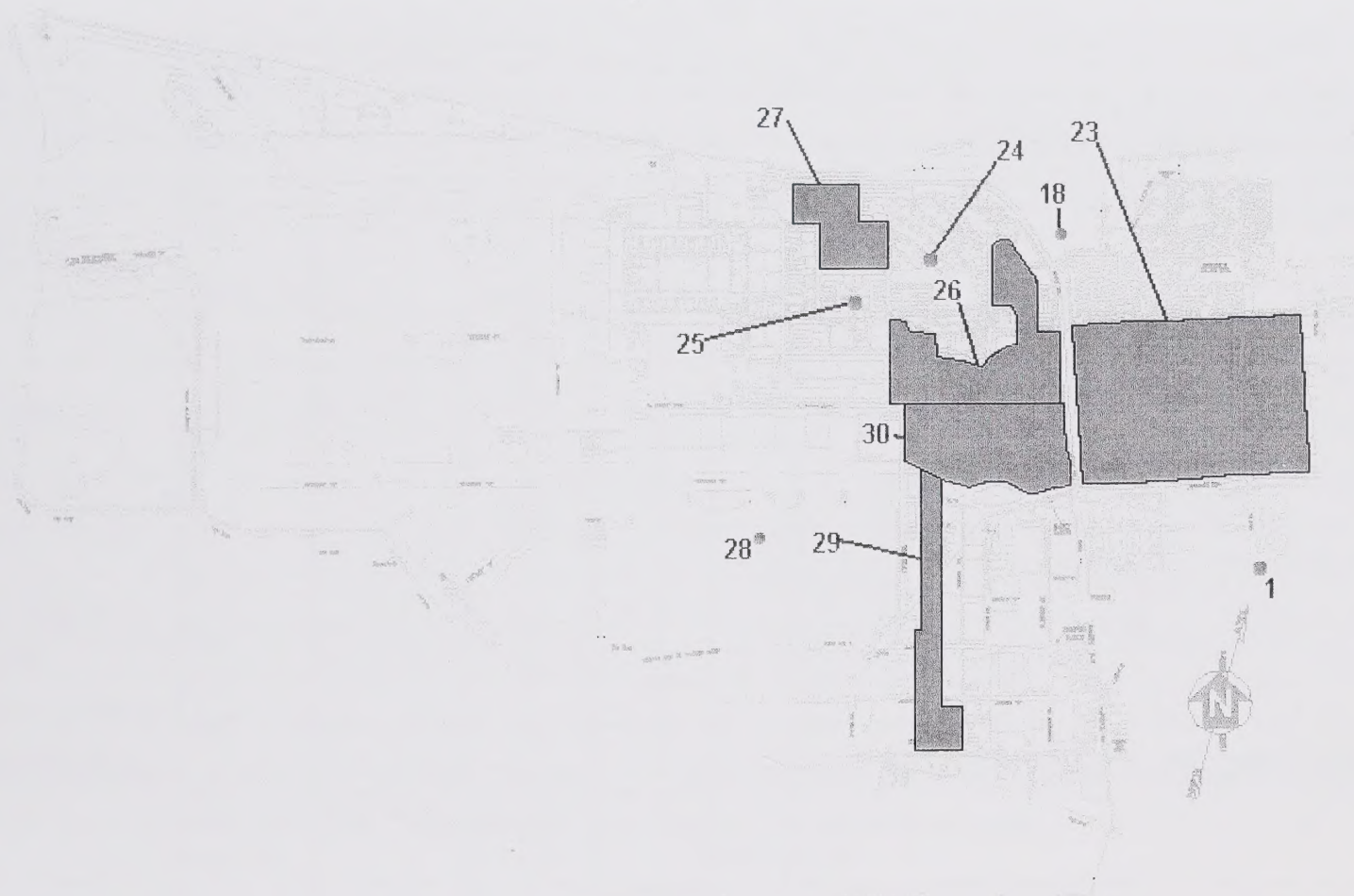
1. MDR (Medium Density Residential), FF (federal Facilities), LDR (Low Density Residential), CC (Community Commercial), MU (Mixed Use), OS (Open Space), M-2-G (General Industrial/Manufacturing, Special Government, Combining District)

2. AP - Alameda Point, BWIP - Business and Waterfront Improvement Project (Redevelopment), WECIP - West End Capital Improvement Project (Redevelopment), APIP - Alameda Point Improvement Project (Redevelopment), GPA - General Amendment, Inclusionary - Required by State Redevelopment Law and Community Improvement Commission

3. MOU - Memorandum of Understanding between the City and the Alameda Point Collaborative

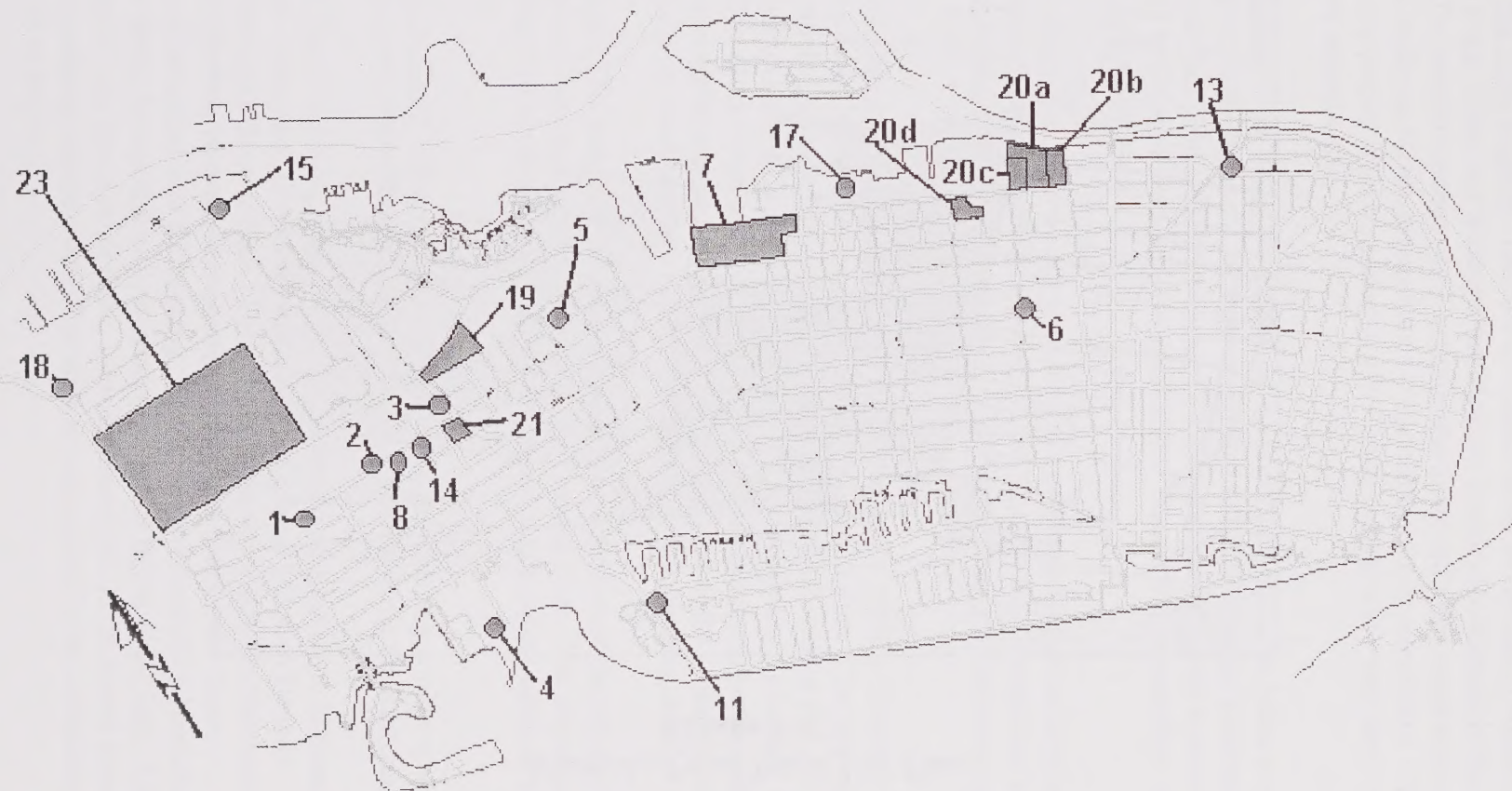
City of Alameda – Housing Element 2001-2006

**Land Availability and Supply Map – Alameda Point
Figure V-A**



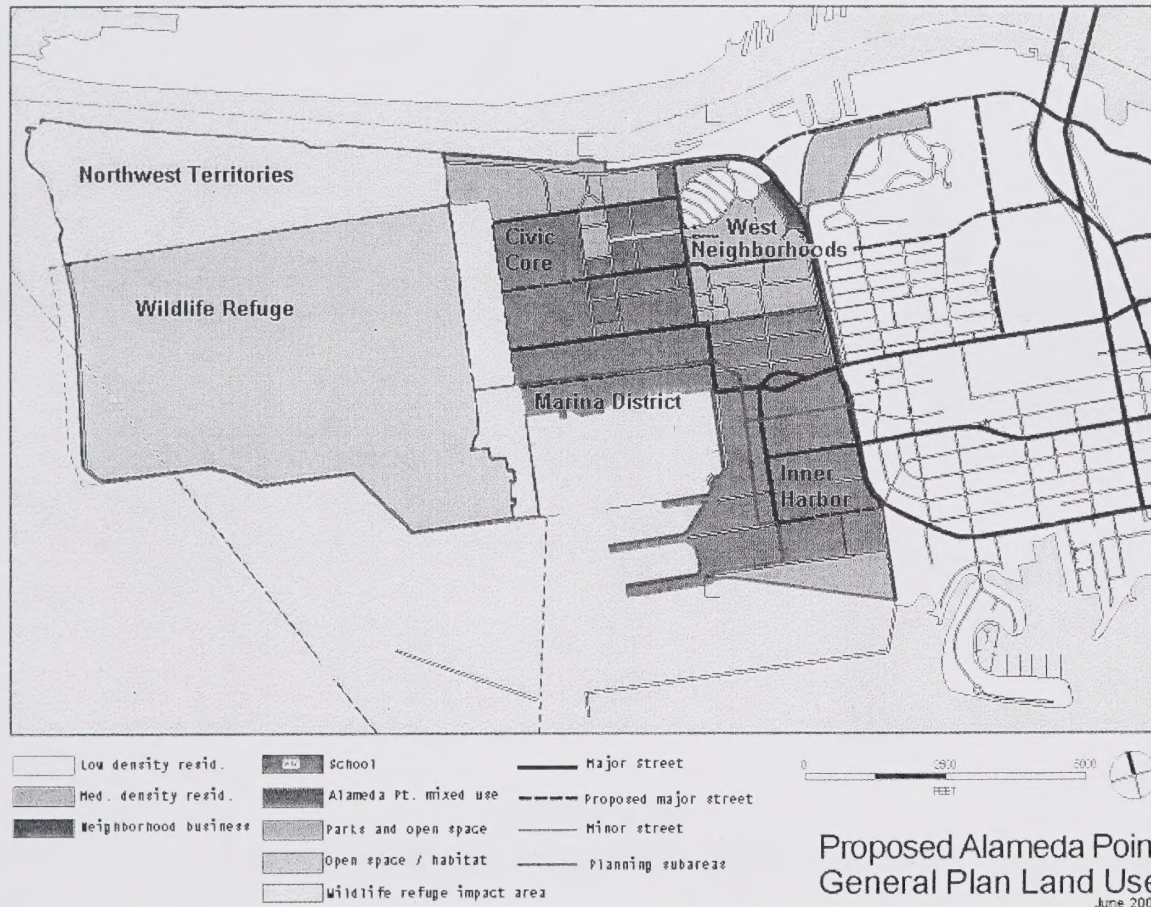
City of Alameda – Housing Element 2001-2006

Land Availability and Supply Map – Alameda
Figure V-B



City of Alameda – Housing Element 2001-2006

Alameda Point Land Use Plan
Figure V-C



Site 1 - 460 Buena Vista Avenue: This site is located on the south side of Atlantic Avenue east of Poggi Street and is designated Medium Density Residential in the City's General Plan. The project consists of 26 existing apartment units that were acquired and rehabilitated, as well as a façade improvement project and seismic retrofitting. The Housing Authority project was completed in 1999 and is occupied by very low, low and moderate income households.

Site 2 - The Gardens: This project is located on the north side of Buena Vista Avenue near the College of Alameda and is on a site designated Medium Density Residential in the City's General Plan. The project consists of 83 detached single family homes that were constructed by Schuler Homes in 1999 and 2000. The project is complete, occupied and includes 8 inclusionary units.

Site 3 - 1109 Buena Vista: This project is located in a residential neighborhood and is designated Medium Density Residential in the City's General Plan. The project consists of two new "owner-built units" sponsored by Habitat for Humanity. The project was completed in 1999.

Site 4 - Playa del Alameda: This project is located at the end of Croll's Garden Court and is designated Medium Density Residential in the City's General Plan. The project consists of 40 existing Section 8 low income apartment units that were at risk of conversion to market rents. In exchange for a long term affordability covenant, the Housing Authority assisted the new buyer, AF Evans, and its nonprofit partner, Trinity Housing, in financing the acquisition and rehabilitation of the project. The project is complete and the units continue to be occupied by very low income households.

Site 5 - 746 Eagle: This project is located in the northwest portion of the city and is designated Medium Density Residential in the City's General Plan. The project consists of converting an office to one single-family unit, housing single young adults in a service-enriched setting.

Site 6 - 2201 Santa Clara: This project is subsidized by the Housing Authority and consists of three new ownership units for low income families using the land trust model.

Site 7 - Marina Cove: This site is located on 20.5 acres on the north side of Buena Vista Avenue between Arbor and Hibbard Streets and is designated Medium Density Residential in the City's General Plan. The project is located within the Northern Waterfront Specific Plan area and is expected to serve as a catalyst for future redevelopment of industrial sites for housing. The project consists of 152 detached and attached single family homes that will be developed by KB Home South Bay. The project includes 10 very low income units, 7 low income units, 13 moderate income units and 122 above moderate income units. The units are anticipated to be constructed and occupied in 2002 to 2003.

Site 8 - 626 Buena Vista: This site is designated Medium Density Residential in the

City's General Plan and consists of 9 new ownership units using the land trust model. The project is subsidized by the CIC and the HOME program and is the first project of a new housing nonprofit, the Alameda Development Corporation.

Site 9 - CDBG Sub Rehab: This is a scattered site rehabilitation program using Community Development Block grant (CDBG) funds. The City rehabilitated one unit in 1999 and three units in 2000. Another 14 units are projected by the end of 2006.

Site 10 - AUSD Project: This housing project is sponsored by the Alameda Unified School District (AUSD) and funded from the AUSD pass-through portion of BWIP set-aside funds. The 16 units would all be for low income households and possibly located on surplus AUSD property at an undetermined location. The AUSD set-aside fund will accrue up to \$1.8 million by 2006. The City estimates that this amount is sufficient to subsidize at least 16 low income units.

Site 11 - Westline/Otis Drive: This site is designated Low Density Residential in the City's General Plan. A Planned Development has been approved by the Planning Board for three single family units.

Site 12 - 43 County Road: This site is designated Low Density Residential in the City's General Plan and could accommodate five units.

Site 13 - 2001 Versailles: This site is located on the west side of Versailles Avenue just south of Tilden Way and is designated Medium Density Residential in the City's General Plan. The project has an approved Planned Development for 15 market rate town homes.

Site 14 - Elders Inn: This project is located on the west side of Webster Street and consists of 52 assisted living units for older people who need limited services to live independently. The project was constructed and occupied in 2000.

Site 15 - Aegis Assisted Living: This project is located on the west side of Mariner Square consists of 103 above moderate income assisted living units. The project was approved in 2000 and is expected to be constructed and occupied in 2002.

Site 16 - Bay Cove: This site is located at 3500 Oleander Avenue and is designated Medium Density Residential in the City's General Plan. The proposed project consists of 25 above moderate income detached single-family homes. The project is currently in the development review process and is expected to be constructed and occupied in 2002.

Site 17 - Barnhill Marina: This site is designated Commercial Recreation in the City's General Plan and contains a marina with which permits liveaboards. In 2000, nine additional liveboard units affordable to moderate income households were legalized by the Planning Board. Pursuant to both the Bay Conservation and Development Commission (BCDC) and the City of Alameda Zoning Ordinance, up to 10 percent of berths in commercial marinas are permitted to have liveaboards.

Site 18 - Alameda Mini Storage: This site is located on Singleton Avenue just east of Main Street. It is currently designated Federal Facilities in the City's General Plan and is proposed to be redesignated to Medium Density Residential as part of the Alameda Point General Plan Amendment scheduled for adoption by the end of 2001. The project may include 72 housing units on a 4.8 acre site assuming the mid-point density allowed in the General Plan (15 units per acre). As the site is located in the BWIP redevelopment area, a project could include four very low income units, seven moderate income units and 61 above moderate income units.

Site 19 - Alameda Beltline: This site is a small portion of what is commonly known as the Beltline Railroad Yard site. It is located on the south side of Atlantic Avenue between Constitution Way and Eighth Street and is designated Medium Density Residential in the City's General Plan. The General Plan assumes 84 units on this four acre site. The proposed project is located in the WECIP and could consist of 84 multi-family housing units with 36 very low income units and 48 moderate income units.

Site 20 - MU-5: This site is located on the north side of Clement Avenue west of Oak Street. The site is currently designated Mixed Use (MU-5) in the City's General Plan and allows for a mix of uses including housing. The site is located in the BWIP redevelopment area. The project includes four parcels totaling about 18.7 acres and could yield a total of about 252 housing units. Parcel 20a (Laguna Harbour) is currently in the development review process and includes 76 duplex units on 7.3 acres and, if approved, is expected to be constructed and occupied in 2003. Parcel 20b is a 6.8 acre parcel located immediately to the east of parcel 20a. Assuming the General Plan mid-point density of 15 units per acre, the site would yield about 102 units. Parcel 20c (Northern Remainder) is a two acre site and assuming the General Plan mid-point density of 15 units per acre, could yield about 30 units. Parcel 20d (Remainder South) is located south of Clement Street. Assuming a density of 17.1 units per acre, the site could accommodate about 44 units.

Site 21 – Former Rite Aid: This site is located on the west side of Constitution Way between Buena Vista and Pacific Avenues. The site is currently designated Medium Density Residential in the City's General Plan. The site is located in the BWIP redevelopment area. A proposed project could include 26 housing units on the 1.6 acre site assuming 16.6 units per acre.

Site 22 - Infill Housing: Infill housing opportunities continue to exist and be developed on scattered sites throughout the City. The City expects that approximately 10 units per year will be developed over the planning period, consistent with historic development rates of these kinds of units.

Site 23a – Catellus Fleet Industrial Supply Center (FISC)/East Housing Catellus Development: This site is located on the north side of Atlantic Avenue between Main Street and the College of Alameda. The site is designated Medium Density Residential in

the City's General Plan. The project is located east of and adjacent to Alameda Point and is expected to serve as a catalyst for future redevelopment of former military sites for housing. The FISC/East Housing site will provide approximately 475 units on a 70-acre site.

Site 23b - FISC Memorandum of Understanding (MOU)/Operation Dignity/AHA owned: Within the Catellus project, 39 multi-family housing units are proposed on a 2.5 acre site located north of Tinker Avenue. The multiple-family housing site was selected by the Alameda Point Collaborative as part of its agreement (Memorandum of Understanding) with the City regarding the allocation of affordable housing sites throughout Alameda Point. The project will also provide Catellus with the required very low income inclusionary units for its market rate project. All 39 units would be for very low income, formerly homeless families. The Housing Authority and a homeless housing provider, Operation Dignity, will develop the site.

Site 23c - FISC Settlement Agreement – 60 units: As part of the Settlement Agreement with Renewed HOPE and Arc Ecology housing advocates, 60 multi-family units would be developed by Catellus and the Housing Authority. The project will be half rental and half ownership units. It will include 18 very low income units, 18 low income units and 24 moderate income units.

Site 24a - Alameda Point - West Housing (MOU): This site is located north of Atlantic Avenue on Alameda Point. The site is currently designated Federal Facilities in the City's General Plan and is proposed to be redesignated to Medium Density Residential as part of the Alameda Point General Plan Amendment scheduled for adoption by the end of 2001. The 58 units on site 24a are a component of 200 housing units that were constructed by the Navy and have been leased to the Alameda Point Collaborative by the City. The substantial rehabilitation of these 58 units was funded by the City and includes 30 units of very low income housing managed by UA Housing and 28 units of very low income housing managed by Operation Dignity. The project is complete and occupied.

Site 24b - Alameda Point - West Housing (non-MOU): This project is the rehabilitation of the remaining 142 units of former Navy multi-family housing for very low income households, as described above. The units are under a long term lease managed by a consortium of non-profit organizations, the Alameda Point Collaborative.

Site 24c - Alameda Point - West Housing (Big Whites and Ranches): The 68 units on site 24c include detached single family homes, ranchettes and townhouses that are rented at market rates by the ARRA.

Site 25 - Alameda Point - Bachelor Officers Quarters (former Navy BOQ Housing): This site is located north of West Midway Avenue on Alameda Point. The site is currently designated Federal Facilities in the City's General Plan and is proposed to be redesignated to Mixed Use (Civic Core Mixed Use Area) as part of the Alameda Point General Plan Amendment scheduled for adoption by the end of 2001. The project consists of the

conversion and rehabilitation of single room occupancy (SRO) units that were constructed by the Navy for Bachelor's Officers Quarters (BOQ). It is proposed that a mixed SRO and apartment project be developed into a total of 210 affordable units.

Site 26 - Alameda Point – West Neighborhood District: This site includes a number of parcels located north of Tower Drive on Alameda Point. The site is currently designated Federal Facilities in the City's General Plan and is proposed to be redesignated to Low and Medium Density Residential as part of the Alameda Point General Plan Amendment scheduled for adoption by the end of 2001. The proposed project consists of 272 new housing units with one in four units affordable to very low, low and moderate income persons.

Site 27 - Alameda Point Civic Core District: This site includes a number of parcels located north of West Essex on Alameda Point. The site is currently designated Federal Facilities in the City's General Plan and is proposed to be redesignated to Low and Medium Density Residential as part of the Alameda Point General Plan Amendment scheduled for adoption by the end of 2001. The proposed project consists of 128 new housing units with one in four units affordable to very low, low and moderate income persons.

Site 28 - Alameda Point Marina: This site is located in the Seaplane Lagoon on Alameda Point. The site is currently designated Federal Facilities in the City's General Plan and is proposed to be redesignated to Mixed Use (Marina Mixed Use District) as part of the Alameda Point General Plan Amendment scheduled for adoption by the end of 2001. The project includes 530 boat berths, 10 percent of which are included as liveaboard housing (see comment for Site 17.) The proposed project could include three very low income units, five low income units and 45 moderate income units.

Site 29 - Alameda Point Civic Core District: This site is located north of West Midway Avenue on Alameda Point. The site is currently designated Federal Facilities in the City's General Plan and is proposed to be redesignated to Mixed Use as part of the Alameda Point General Plan Amendment scheduled for adoption by the end of 2001. The General Plan Amendment envisions a mixed-use neighborhood that includes 34 acres of housing. The neighborhood would include several projects that collectively would produce 525 housing units with one in four units affordable to very low, low and moderate income persons.

Site 30 - Alameda Point - Marina District: This site is located immediately north and east of the Seaplane Lagoon on Alameda Point. The site is currently designated Federal Facilities in the City's General Plan and is proposed to be redesignated to Mixed Use as part of the Alameda Point General Plan Amendment scheduled for adoption by the end of 2001. The General Plan Amendment envisions a mixed-use neighborhood that includes 27 acres of housing. The neighborhood would include several projects that could

collectively produce 525 housing units with one in four units affordable to very low, low and moderate income persons.

D. Financial Resources

The City and private developers will need to expend significant financial resources to support new residential construction, fund housing programs and leverage state or federal funds, while utilizing tax advantages. The inclusionary housing obligation is specifically the developers responsibility as specified in the City's Inclusionary Compliance Plan for Alameda's three redevelopment project areas. Typically, it is the responsibility of the developer to financially subsidize inclusionary units although assistance may be provided to developers who exceed the 15 percent inclusionary requirement.

Depending on the pace of real estate development, new projects may generate as much as \$13 million over the next five years for their respective Low and Moderate Income Housing Funds (20 percent set-aside). The City also receives revenue from its housing impact fee, the Affordable Housing Unit/Fee (AHUF), which has been recently increased to adjust for inflation. Depending on future non-residential development, this fee may generate as much as \$3 to \$4 million by the end of the Housing Element planning period. In addition to these sources, the federal HOME and CDBG programs are expected to generate approximately \$3 million for housing programs.

In addition, the City will support local agency efforts to secure federal funds including those targeted to such groups as the homeless (Emergency Shelter Grants), families at risk of lead poisoning (Lead Based Paint Hazard Reduction Program), the elderly (Section 202) and others. In the same spirit, the City will look to the State to help it meet its goals through such programs as the CHFA HELP program. The City will also continue to work with the private sector in leveraging its funds through such programs as the CASA second mortgage shared appreciation program.

E. Residential Infill

The 1990 General Plan assumed that 520 housing units would be constructed between 1990 and 1995. The 1990 Housing Element assumed 160 housing units would be built on in-fill sites scattered throughout the city. Over the past three years, an average of ten units per year of infill housing were built in Alameda. Consistent with recent trends and the City's General Plan, the City is assuming that infill housing will continue to constitute about ten units per year.

F. General Plan Update

The City is in the process of updating its General Plan, which was adopted in 1991. The Northern Waterfront Specific Plan as well as other planning studies the City has initiated or completed will be incorporated into the General Plan Update. The General Plan Update is expected to be completed in 2003.

G. Residential Uses in Non-Residential Zoning Districts

The City accommodates residential uses in non-residential zones. Commercial areas, particularly those in the older portions of the city, can provide opportunities for additional housing units. The C-1 (Neighborhood Commercial) and C-2 (Central Business) commercial zoning in Alameda districts allow residential uses with a use permit, based on the following provisions:

Any dwelling use permitted in "R" Districts; provided that the residential use will not conflict with or inhibit attainment of General Plan land use designations or the operation of legitimate business uses within the commercial district; that new residential use shall not occupy ground floor space considered suitable for business use; and that new structures devoted solely to residential use shall not be permitted, and that there shall be not less than two thousand (2,000) square feet of lot area for each dwelling unit.. [AMC Section 30-4.8(c)(1)]

The C-C (Community Commercial) Zoning District allows dwelling units by right when the units are located in structures also containing nonresidential uses, are not located on the ground floor, and meet the parking requirements. When the units do not meet the off-street parking requirements, they are allowed in the district by Use Permit.

This provision has been implemented to prohibit residential use in ground floor storefront space, but to allow it to the rear on the ground floor in the main structure or as an addition to the rear, or on the second floor above. Industrial zoning districts allow caretaker or watchman residences directly associated with the primary use. Many of these industrial areas, however, are being evaluated for land use changes which would permit residential development. Additionally, in 1998 the City adopted a work/live ordinance which allows residential use within work space. Residential use is limited to allow work to be the primary function, and therefore these units are not considered residential. Work/live units, however, do provide additional living opportunities in commercial and industrial zones.

H. Surplus Land

There is no known publicly owned land in Alameda that has been declared surplus and that is presently available for residential development. Both the City and the Alameda Unified School District may have some properties which they may declare surplus in the future.

I. Availability of Services

Adequate water, sewer and other services are



available to serve most of the remaining vacant and infill area development sites in the City. Alameda lies within the service area of the East Bay Municipal Utility District (EBMUD) for water, while power is provided by the City's own utility, Alameda Power and Telecom (AP&T). While the infrastructure in many redevelopment areas is deteriorated or may otherwise require substantial investment, this does not pose a significant constraint on the development of those sites within the 5-year planning period. Significant infrastructure issues remain, however, with the redevelopment at Alameda Point and are discussed further in Chapter VI of this document.

J. Opportunities for Energy Conservation

The City of Alameda has adopted a wide range of policies and programs to facilitate energy conservation in residential development. In 1981, the City adopted an Energy Element as part of its General Plan. The Energy Element contained numerous policies and programs for energy conservation. In addition to producing alternative sources of energy and encouraging energy conservation in transportation, the Energy Element contained several specific proposals for conserving energy in residential development. These policies include enforcement of Title 24, establishing design standards for energy efficient homes, and including solar energy techniques in site and building layout and design.

In addition to the policies and programs in the Energy Element, Alameda Power and Telecom (AP&T, the City-owned utility) has developed a list of residential customer energy services. These services include a weatherization cash grant program, a rebate program for fluorescent lights, a meter lending program, a rebate program for energy efficient refrigerators, free energy audits, and an Energy Assistance Pilot Program to help low income residents reduce their energy use. The City is pursuing an aggressive program to recycle building materials from large demolition projects such as those on former US Navy properties on Alameda Point. The City has successfully implemented these programs over the past few years and has committed to continue implementation, as called for in the Alameda Power & Telecom Business Plan 2002-2006. Below is a summary of the City's residential energy programs:

1. Weatherization Cash Grant Program: For customers with electric heat, AP&T pays 80 percent of the cost of weatherization and the customer pays 20 percent.
2. Great White Light Sale: This is a rebate program to encourage residential customers to install energy efficient compact florescent lamps. Customers receive a \$5.00 coupon toward the purchase of a compact florescent lamp.
3. Meter Lending Program: Under this program, customers may borrow a meter to measure the electric use of any 120 volt appliance in order to check and ultimately reduce electrical consumption in homes.
4. Efficient Refrigerator and Recycle Program: This program offers rebates of \$25 to \$125 to customers who buy energy efficient refrigerators and recycle old refrigerators properly.

5. Energy Audits: AP&T provides free energy audits for residential properties.
6. Energy Assistance Pilot Program: This program helps low income residents reduce their energy use and provides financial assistance. The emphasis is on senior citizens, customers with electric heat and customers on the waiting list for Section 8 housing assistance.

Taken as a whole, the City's policies and programs form a comprehensive approach to energy conservation in residential development.

K. Maintaining Consistency with Other General Plan Elements and Community Goals

The City is proceeding with major planning initiatives which will have an impact on the amount of land available for housing development. These planning efforts include the Northern Waterfront Specific Plan, the General Plan Amendment for Alameda Point, and the Citywide General Plan Update.

1. Northern Waterfront Specific Plan (NWSP): Bounded by the Alameda Beltline property at Constitution Way, Minturn Street at Eagle Avenue, and the Oakland-Alameda Estuary, the Northern Waterfront encompasses an area of Alameda that was historically a working waterfront containing light and heavy industrial uses.

Recent developments in the area have demonstrated that waterfront uses are no longer the strongest economic use of the land. Wind River Systems, Inc. has completed four of five office buildings which will be located on the west side of Alaska Basin. More recently, KB Home South Bay obtained entitlements to construct 152 new housing units on previously industrially-zoned property occupied by such tenants as Weyerhaeuser. The NWSP process, which is currently underway, will look at a full range of land uses that may be appropriate for the changing Northern Waterfront. Additional land for residential uses may be identified as part of the NWSP process.

2. General Plan Amendment (GPA) for Alameda Point: Alameda Point, the former Naval Air Station Alameda, is currently being turned over to the City for redevelopment. The City is working on a GPA to change the General Plan designation of Alameda Point from Federal Facilities to other land use designations, including mixed-use and residential. The specific mixed-use designations will include allowances for residential uses.

3. General Plan Update (Citywide): Following the completion of the GPA for Alameda Point, the City will work towards updating its entire General Plan. While the best opportunities to increase housing in Alameda are at Alameda Point and within the Northern Waterfront, the General Plan update will take a comprehensive look at existing land uses and may identify other opportunities for change. One example of an area where

new housing may be encouraged as part of the update process is the Park Street Business District. The *Alameda Downtown Vision Plan*, which will be incorporated into the General Plan, calls for additional housing over retail in the downtown area.

L. CONCLUSION

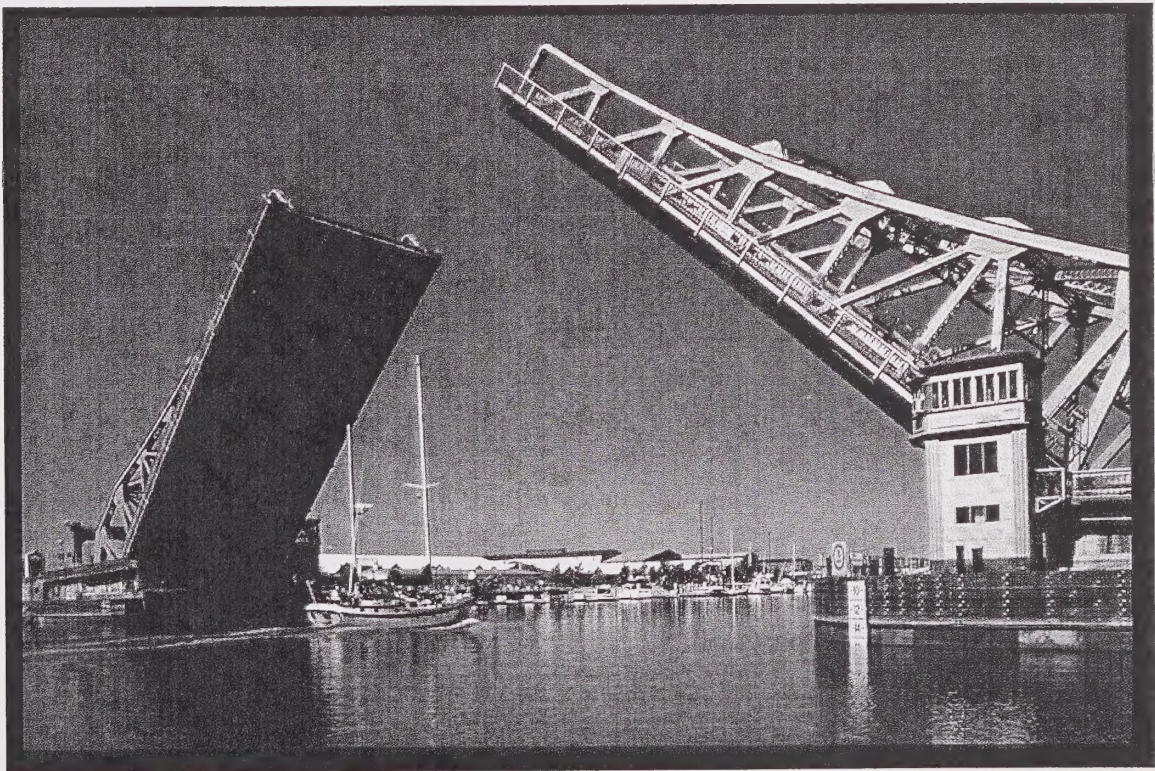
The City has aggressively pursued construction of new housing, rehabilitation of existing housing and conversion of former military housing to civilian residential uses. Pursuant to State housing laws, the City has designated, or is in the process of designating, more than the minimum amount of land at sufficiently high densities to meet its regional share of housing over the seven year planning period. The City will continue to pursue additional housing opportunities for all income levels during this period.



Alameda

CHAPTER VI

NON-GOVERNMENTAL AND GOVERNMENTAL CONSTRAINTS TO AFFORDABLE HOUSING



CHAPTER VI

NON-GOVERNMENTAL AND GOVERNMENTAL CONSTRAINTS TO AFFORDABLE HOUSING

A. Non-Governmental Constraints

The production and availability of housing is constrained in virtually every community both by government regulations and by non-governmental factors, such as the costs of construction and interest rates on home mortgages. Many non-governmental constraints on housing production and availability affect both Alameda and the Bay Area communities, while other constraints are unique to the City of Alameda.

1. Availability of Land

The availability of land for housing development in Alameda is a physical constraint over which the City of Alameda has virtually no control. Unlike most communities in California, Alameda is an island city with no potential for annexing additional land. While much of Alameda is built on bayfill, the further expansion of the City through filling is precluded by federal and state regulations, most importantly through controls administered by the Bay Conservation and Development Commission. Thus, residential development potential is limited primarily to a few vacant sites (several of which are already committed to residential use through various levels of project approval), infill in existing residential areas, and FISC/Alameda Point. The City plans to support the development of housing for all income levels on the former base once the Navy completes environmental remediation and transfers land ownership to the City. (For a description of housing plans at Alameda Point, see Chapter V.) Two-hundred units of former military housing have already been converted to transitional and permanent housing for homeless households.

2. Historic and Architecturally-Significant Nature of Alameda's Housing Stock

Alameda is a city with a large and rich collection of historic and architecturally significant buildings. On a per capita basis, Alameda has more such structures than all but a few cities in California.

In the late 1970's, the City of Alameda undertook an extensive survey of the city's historic building stock. The survey included a review and evaluation of 10,500 of the 13,500 buildings in the city limits at that time. The evaluators ultimately identified over 3,000 structures as worthy of consideration for preservation. These structures are now included on the City's Historical Building Study List and may not be demolished without review and approval by the City's Historical



Advisory Board. Currently, the list includes approximately 4,000 buildings and sites, including 29 City-designated Historical Monuments. Conservatively, 90 percent of these buildings are estimated to be residential structures, many containing multiple dwelling units. Since 1990, the City added the Naval Air Station Historic District to its list of monuments. This designation controls and limits removal of many buildings at Alameda Point. The effects of this designation are discussed later in this chapter.



Many of the neighborhoods on the main island are dominated by historic and architecturally significant residential structures. According to the 1990 Census, in six of the 15 census tracts on the main island, between 50 and 67 percent of the total dwelling units were constructed before 1940. While not all pre-1940 buildings are historic or architecturally significant, many of the older buildings contribute to the integrity of neighborhoods in which the more significant structures are located.

These residential structures, in addition to providing housing for a large number of persons, are a significant cultural resource. Like archaeological sites and wetlands, they should be preserved and protected even if this may limit the total number of residential units that could otherwise be built within the city.

3. Land Costs

The majority of the City's residential development potential lies in the redevelopment of former military installations and transitioning industrial uses, and some infill on lots already developed but with zoning potential to accommodate one or more additional units. In the case of infill on lots already developed, there are no land costs associated with the development of additional units. Additionally, in these situations, the typical costs associated with development of raw land do not apply; all street improvements, including curb, gutter and sidewalk, and all infrastructure, including storm drainage and utilities, are already in place. According to local realtors, land costs for improved vacant sites range from approximately \$25 per square foot for sites on the main island, to \$30 or more per square foot for sites on Bay Farm Island

4. Construction Costs

Housing construction costs have risen significantly in recent years. According to the City's Planning and Building Department, the typical cost to build a wood frame one-family home in Alameda is currently \$97.52 per square foot (2001 dollars). The "hard" cost of constructing a typical 2,000 square-foot one-family home is therefore approximately \$195,040. Construction costs for a 3,000 square-foot two-family structure

is approximately \$292,560. Land and "soft" costs can add another 30-50 percent to the total cost of a dwelling.

5. Financing Costs

Home ownership can be constrained by mortgage interest rates, which over the past 10 years have ranged from 6.95 percent-10.27 percent for fixed interest rates. Interest rates in the Fall of 2001 were below 7 percent for a 30-year, fixed rate loan. Interest rates for adjustable rate mortgages (ARMs) were about 7 percent. High financing costs can also depress the construction of new rental properties, as investors may be discouraged by this increased cost.

Table VI-1 shows how monthly mortgage payments vary for a \$306,800 mortgage on a \$383,500 home (median home price July-September 2000 with 20 percent down payment), depending on the prevailing interest rate.

Table VI-1
Monthly Payment on a \$383,500 House
(@ 30 Year Fixed \$306,800 Mortgage)

<i>Interest Rate</i>	<i>Monthly Payment (Principal & Interest)</i>	<i>Income Required*</i>
6%	\$1,839	\$63,000
7%	\$2,041	\$70,000
8%	\$2,251	\$78,000
9%	\$2,469	\$85,000
10%	\$2,692	\$92,000

*No more than 1/3 of household income should be spent on housing

Although current interest rates are not historically high, many Alameda families would have difficulty purchasing a home. With a 20 percent down payment (\$76,700) and an interest rate of 7 percent for 30 years at a fixed rate, the monthly payment will be \$2,041. Using the rule of thumb that the housing payment should not exceed approximately one-third of the household's gross income, the buyer would have to earn approximately \$70,000 per year. A significant proportion of Alameda households would not qualify, as the median annual Alameda household income is \$71,600 for a family of four (or \$57,300 for a family of two) as of April 6, 2001 (HUD Information Bulletin). Table VI-2 provides a breakdown of costs associated with the purchase of a median-priced home in Alameda.

Typical Costs Associated with Purchase of a Home
(Median home value of \$383,500, 7% fixed interest rate)

<i>Expense Item</i>	<i>Median Priced Home as of 3rd quarter, 2000</i>
Sale Price	\$383,500
Closing Costs	\$2,000
Down Payment @ 20%	\$76,700
Mortgage Balance	\$304,800
Annual P & I @ 7% (30 years)	\$24,334
Insurance	\$800
Taxes	\$3,835
Total Annual Carrying Costs	\$28,969
Income Needed @ 30% of Gross	\$96,563

Another potential constraint to homeownership is the availability of home loans. A borrower's ability to qualify for a loan is based on a number of factors related to both the borrower and the property to be financed. Like borrowers, mortgage lenders are concerned about the stability of their investment, and they look carefully at neighborhood property values and other factors that could affect that investment. For example, lenders may be reluctant or unwilling to finance properties in deteriorating neighborhoods. This practice is commonly known as "redlining" and is illegal.

According to the Alameda Board of Realtors, there is no evidence of "redlining" of any Alameda neighborhood by the financial community. Price and the borrower's ability to qualify for a loan are the only constraints to financing of available property in the city. Regarding redlining and fair housing issues, the City provides CDBG funding for Sentinel Fair Housing to counsel individual clients regarding fair housing rights and responsibilities and to disseminate education and information materials. Households receive intensive counseling, and legal and/or agency referral for cases involving discrimination against families, racial or religious minorities, and individuals with disabilities. In the period FY 1995 - 99, 266 clients received fair housing counseling from Sentinel in addition to the 2,756 clients receiving more generalized tenant/landlord information and mediation. Sentinel's education and outreach efforts in the City include frequent workshops and clinics, presentations to residents, landlords, tenant associations, and to local agencies serving low income Alamedans, and public service announcements on cable TV and local radio stations.

6. Bay Area Housing Costs

As discussed in Chapter IV, housing costs, which are driven by high demand, have escalated rapidly in the past few years. Alameda's sale prices and rental rates reflect the overall Bay Area market. In redevelopment project areas - which is where most of the city's available housing sites are - the City imposes the State-mandated inclusionary housing requirement which requires that 15 percent of all units built in the area be sold to

low and moderate income households at affordable prices. The City also helps to minimize the costs of developing new housing generally by streamlining the permit process and by subsidizing housing.

7. Conclusion

The availability of land and the historic and architecturally significant nature of Alameda's housing stock are non-governmental constraints with particular impact for the City of Alameda. Market factors, though applicable to much of the Bay Area and not unique to the City of Alameda, present very serious constraints to the production and availability of housing that is affordable to very low, low, and moderate income households.

B. Governmental Constraints

Since governmental actions also can constrain the development and affordability of housing, State law requires that the Housing Element provide, "an analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures. The analysis shall also demonstrate local efforts to remove governmental constraints that hinder the locality from meeting its share of the regional housing needs..." [Government Code Section 65583(a)(4)]

While local governments have little influence on such market factors as interest rates, their policies and regulations can affect both the amount of residential development that takes place and the affordability of housing. The City of Alameda has taken a wide variety of actions to encourage housing opportunities and housing affordability. The following section of this chapter describes the various governmental policies, regulations and procedures that impact the development of affordable housing and how the City has sought to minimize any negative impacts they may have on the affordability of housing.

1. General Plan

The City of Alameda's principal land use policy document is the Land Use Element of the General Plan which was adopted in 1991. The General Plan currently is being comprehensively updated, with an anticipated adoption date of 2003 .

The 1991 General Plan provides for the following residential categories:

- a. *Low-Density Residential:* New single-family units typically will be on 5,000-square-foot or larger lots, or in planned unit developments not to exceed 8.7 units per net acre. Density ranges from 4.5 to 8.7 units per net acre. Secondary dwelling units discussed in Section 65852.2 of the Government Code of the State of California are permitted and are not limited by this density range.

- b. *Medium-Density Residential*: Two-family or one-family units. Medium-density residential development must provide at least 2,000 square feet of site area per unit. The density range for additional units is 8.8 to 21.8 units per net acre. Projects of five or more units with 20 percent of the units affordable to lower income households earn a state-mandated density bonus permitting up to 26.1 units per net acre. Congregate housing and single room occupancy facilities are permitted and their density is regulated by the bulk standards (setbacks, height, lot coverage) in each zoning classification.

2. Zoning

Alameda's Zoning Ordinance addresses residential zoning, planned development combining districts, mixed-use planned development, residential uses in non-residential districts, secondary dwelling units, parking requirements, open space requirements, manufactured and factory-built housing, and emergency shelters and transitional housing.

- a. *Residential Zoning*: The City's Zoning Ordinance defines various standards, including minimum lot size, maximum lot coverage, amount of land area per unit, setbacks, parking standards, and open space requirements. Alameda's development standards are very similar to other jurisdictions in Alameda County and throughout the Bay Area. For example, Alameda's Zoning Ordinance requires that the smallest new lot be 5,000 square feet [except in the Planned Development Combining District], which is comparable to the smaller lots allowed in many communities. Most new residences in the city are in fact constructed in planned developments on lots smaller than 5,000 square feet in area.

The following zoning districts include residential uses as a primary use:

R-1	One-Family Residence District
R-2	Two-Family Residence District
R-3	Garden Residential District
R-4	Neighborhood Residential District
R-5	General Residential District
R-6	Hotel – Residential District

The R-1 district allows one-family dwelling units and secondary residential units, described later in this chapter. The R-2, R-3 and R-4 districts allow one-family and two-family units. The R-5 district allows one-family and two-family units and boarding and lodging houses. The R-6 district permits all uses allowed in the R-1 through R-5 districts and motels and hotels.

City of Alameda --Housing Element 2001-2006

Table VI-3
City of Alameda Residential Zoning Summary

<i>Zoning District</i>	<i>Minimum Lot Area Per Dwelling Unit</i>	<i>Main Building Coverage</i>	<i>Maximum Height</i>	<i>Required Open Space Per Unit</i>	<i>Main Building Separation</i>	<i>Second Unit Allowed?</i>
R-1	5,000 sq. ft.	40%	2 stories - 30 feet	N/A	20 ft.	Y
R-2	2,000 sq. ft.	45%	2 stories - 30 feet	600 sq. ft.	20 ft.	N/A
R-3	2,000 sq. ft.	40%	2 stories - 35 feet	500 sq. ft.	20 ft.	N/A
R-4	2,000 sq. ft.	50%	2 stories - 35 feet	400 sq. ft.	20 ft.	N/A
R-5	2,000 sq. ft.	50%	3 stories - 40 feet	200 sq. ft.	20 ft.	N/A
R-6	2,000 sq. ft.	60%	4 stories - 50 feet	120 sq. ft.	20 ft.	N/A

Source: City of Alameda Zoning Ordinance

Table VI-3 summarizes the development standards for each zoning district. Given the setback and parking requirements, the City Planning Department estimates that the highest density allowed by the Zoning Ordinance is in the range of 21 units per acre. Again, it should be noted that the maximum density may be increased by a density bonus of 26.1 units per acre,

- b. *Planned Development Combining District:* The Zoning Ordinance also includes a Planned Development Combining District that can be used in conjunction with any residential zoning district for an area of at least two acres in size. [The Planning Board may find that an area containing less than two acres is suitable as a planned development (PD) by virtue of its location adjacent to other PDs, its unique historical or architectural character, topography, natural landscape features, parks or water areas, or other features requiring special treatment or protection.] The purpose of the Planned Development Combining District is to provide more flexibility in the design of land uses than that provided by the underlying district. The PD regulations eliminate the normal district requirements for minimum lot area and width and maximum building coverage. In 1992 the City revised the Zoning Ordinance to allow single-family small lot subdivision using PD regulations to promote affordable homeownership projects. In 1999, the City amended the PD regulations to relax the height standards for developments.
- c. *Mixed-Use Planned Development Zoning District:* The Zoning Ordinance includes a Mixed-Use (M-X) Planned Development District, designed to encourage a "compatible mixture of land uses which may include residential,

retail, offices, recreational, entertainment, research-oriented light industrial, water-oriented or other related uses.” The City has amended the Zoning Ordinance to remove the 17.5 dwelling units per acre density restriction. Density in M-X districts are restricted to no more than one dwelling unit per 2,000 square feet of lot area which would allow for approximately 21 units per acre.

There also are several mixed-use designations that allow for residential uses:

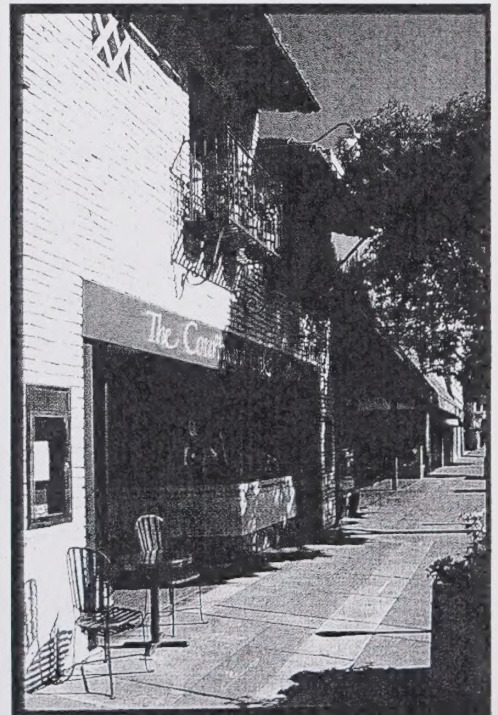
- i. *MU¹ Island Auto Movie*: A total of 106 single-family units were developed on this site in 1998.
- ii. *MU² Mariner Square*: In addition to the commercial and marina uses, an assisted living facility of 103 units is approved for this mixed-use area.
- iii. *MU⁴ Northern Waterfront (Grand to Willow)*: Allows 40 Work/Live units, 8,000 square feet of office space and 100,000 square feet of industrial space.
- iv. *MU⁵ Northern Waterfront (Willow to Oak)*: A total of 300 two family residential units are permitted, as well as 40,000 square feet of office space and 10 acres of park land.

The City is undertaking a major General Plan Amendment to incorporate Alameda Point into the City’s plan. This amendment will include the designation of several mixed use areas, which will allow residential development.

- d. *Residential Uses in Non-Residential Districts*: Residential uses are allowed by use permit in the C-1 Neighborhood Business District, the C-2 Central Business District, and the C-M Commercial Manufacturing District subject to the following limitations:

- i. The residential use will not conflict with or inhibit the attainment of General Plan land use designations or the operation of legitimate business uses within the commercial district.
- ii. New residential uses shall not occupy ground floor space considered suitable for business use.
- iii. New structures devoted solely to residential use shall not be permitted.

The City also amended its Zoning Ordinance in 2001 to add an additional district, the CC Community Commercial Zoning District, which allows residential uses by right without a use permit provided



that the units are located in structures containing nonresidential uses, are not located on the ground floor, and comply with off-street parking requirements. Residential uses must obtain a use permit if they do not comply with the off-street parking requirements.

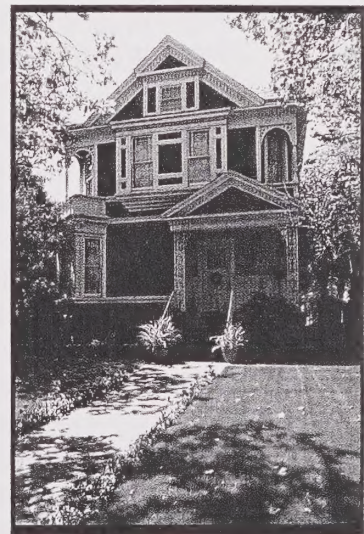
Work/live studios are allowed in existing buildings that have been converted subject to the approval of a use permit in the C-M, Commercial-Manufacturing District, M-1, Intermediate Industrial District, and M-2, General Industrial District in the area bounded by: Sherman Street on the west, the Estuary on the north, Tilden Way on the east, and Buena Vista Avenue on the south.

Industrial zoning districts allow only caretaker quarters directly associated with the primary use.

- e. *Secondary Dwelling Units:* Subject to approval of a conditional use permit, the Zoning Ordinance allows one secondary dwelling unit on lots in the R-1 One-Family Residential District. Secondary dwelling units are not provided for in the R-2 through R-6 districts as these districts are, by definition, multiple residence districts that allow more than one dwelling unit per lot.

Similar to other cities, secondary dwelling units in Alameda's R-1 districts are subject to certain provisions and limitations, as follows:

- i. A dwelling unit may not be expanded by more than ten percent of its existing living area in order to create a second unit. However, the size of the second unit is not limited to ten percent of the living area of the principal dwelling unit. The ten percent restriction applies solely to the amount of space that can be added on to a dwelling unit in order to create a secondary unit. (This interpretation was not reflected in the 1990 Housing Element. Upon review of the Zoning Ordinance in 1997, the City issued a clarification of the interpretation of this limitation. The change in interpretation did not require a Zoning Ordinance amendment.)
- ii. Secondary dwelling units may be rented but not sold.
- iii. Secondary dwelling units must conform to lot coverage, setback and height restrictions applicable to the principal residence.
- iv. In addition to the parking normally required for the principal residence, secondary dwelling units shall provide parking which meets the requirements of the Zoning Ordinance (see following parking section), except that one-bedroom secondary dwelling units only are required to have one parking space.



- v. All secondary dwelling units are subject to design review approval to ensure compatibility with the principal residence, adjacent properties and the immediate neighborhood.

The maximum addition to the existing residence (the limitation of a ten percent addition to the principal residence's living area) may constitute a constraint on the use of secondary dwelling units as standard housing. The City plans to address this issue by reviewing how other cities handle secondary dwelling units and investigating whether the addition of secondary dwelling units could be based on a maximum square footage or floor area ratio.

f. Parking Requirements for Residential Uses

1. All residences are required to have on-site parking. The number of parking spaces required per dwelling unit is dependent upon the number of bedrooms in the dwelling unit, as follows:

Bedroom	Parking Space
Secondary dwelling unit (1 bedroom)	1 space per unit
Studio unit	1 ½ spaces per unit
1-2 bedroom unit	1 ¾ spaces per unit
3 or more bedroom unit	2 spaces per unit
Rooming house	1 space/guest room, 1 space for resident family

2. Following is a summary of key parking provisions from the Zoning Ordinance that apply to residential uses:
 - i. Parking spaces may be uncovered or covered.
 - ii. Minimum parking space size is 8 ½ feet by 18 feet.
 - iii. Compact spaces (7 ½ feet by 15 feet) may constitute up to 50 percent of the parking requirement.
 - iv. No parking space is permitted in any required front yard, or in any required side yard on the street side of a corner lot.
 - v. Unenclosed parking in the front half of a lot must be screened from view offsite in accordance with the Zoning Ordinance requirements.
 - vi. Tandem parking is only permitted to satisfy parking requirements where one dwelling unit is served by both spaces.
 - vii. Access driveways are required to have a minimum width of 8 ½ feet and a maximum width of 10 feet (based on a parking area with 25 required spaces or less).
 - viii. Only one access driveway is permitted per lot, unless an administrative exception is granted.
 - ix. Parking areas serving five or fewer spaces may be designed to allow exit by means of backing out. All others are required to provide for forward-facing exit.
 - x. Unenclosed parking next to walls of adjacent buildings, fences, buildings or property lines must be separated by a minimum of 3 feet of landscaped

area. Backup areas and driveways shall have a minimum of 1 foot of landscaped separation from walls, fences, buildings or property lines.

These parking requirements could constitute a constraint on the production of infill housing in certain circumstances by reducing residential density. However, the availability of adequate parking is important to Alameda residents and visitors and is a reasonable basis for restricting residential development. In fact, during some of the City's public workshops to discuss the 2001 Housing Element update, many residents expressed concern about adequate parking for residential projects. Citizens noted that due to high rents, many households are bringing more tenants into their units to defray housing costs, thus exacerbating on-street parking problems.

To mitigate the negative impact of these requirements, the City can grant variances to parking requirements in cases of hardship due to unique circumstances. The City also has enacted an in-lieu parking fee which allows a reduction of on-site parking when fees are paid into a transportation systems management fund. However, this can pose a safety issue in locations with poor sight lines, as allowing less on-site parking can increase use of on-street parking.

- g. *Open Space Requirements:* The City's Zoning Ordinance requires the provision of usable open space on all residential sites, other than detached single family homes. In order to ensure a minimum amount of usable open space, the Zoning Ordinance requires each residential site to provide open space areas in addition to driveways and parking spaces, required front yards and other yard areas. Required open space areas may include private balconies, porches, decks, patios, roof decks and courts. Private open space must be provided for each unit. In addition to private open space, the Zoning Ordinance requires minimum amounts of common open space within various residential zoning districts. The common open space requirements range from 30 square feet in the R-6 zoning district to 150 square feet in the R-2 zoning district.

To the extent that open space areas could otherwise be used for parking or residential floor area, the City's open space requirements could be considered a governmental constraint (specifically a land use control) to the production of housing. Because of the City's historic lack of public open space, the city's General Plan (Policy 6.1.d) promotes the development and retention of private open space to compensate for the shortage of public open space. The provision of private open space on residential sites is appropriate to promote a pleasant quality of life. However, the standard should be easy to administer and result in functional open space areas. To address this potential constraint, it is recommended that the City review its open space requirements.

- h. *Manufactured and Factory-Built Housing:* State law limits the extent to which cities and counties can regulate the installation of manufactured homes, including mobilehomes. Government Code section 65852.3 requires that cities allow

installation of certified manufactured homes on foundation systems on lots zoned for conventional single-family residences. This section and Government Code section 65852.4 generally require that manufactured homes be subject to the same land use regulations as conventional homes. Government Code section 65852.7 deems mobilehome parks to be a permitted use in all areas planned and zoned for residential use. The City of Alameda permits manufactured and factory-built housing in all residential zoning districts. Because of the high cost of land, manufactured housing is not placed on private property, except perhaps as caretaker residences within industrial districts. In 2000, within Alameda there were 19 manufactured residences. There are no mobilehome parks. Pursuant to State law any site which can be developed for site built residential development is also available for the development of factory built (manufactured) housing or for mobilehomes. There are no specific restrictions upon the development of manufactured housing or mobilehome parks within the Alameda Municipal Code or General Plan.

3. Alameda Point

The City is relying on redevelopment of Alameda Point to meet a significant percentage of its regional share of housing needs. Table V-1 allocates about 931 units to specific sites on Alameda Point (sites 24, 25, 26, 27 and 28) as well as 525 units each within two mixed use neighborhoods (Marina District and Civic Core). Although the City has approved a plan for redevelopment of this land for civilian housing, there are numerous constraints, mostly governmental, to construction of housing units on Alameda Point.

These constraints include: 1) areas subject to tidelands restrictions; 2) Navy's installation restoration schedule for contamination remediation; 3) restrictions related to the National Register-eligible historic district; 4) US Fish and Wildlife refuge and associated land use restrictions; 5) transfer of military lands; 6) infrastructure reconstruction; and 7) traffic constraints. Following is a brief discussion of the issues related to these constraints.

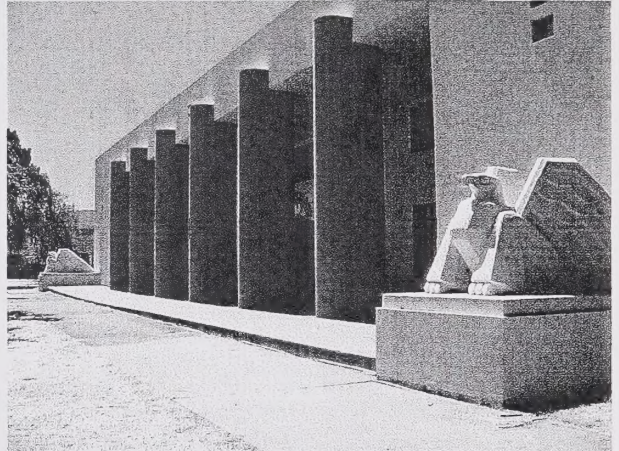
- a. *Tidelands Trust Restrictions:* Approximately 955 acres at Alameda Point are located within the "Tidelands Trust." The original shoreline for the island of Alameda was altered when the Federal government established Naval Air Station (NAS) Alameda. A large area of fill extended the westerly area of NAS for military use. These lands are subject to the Public Trust for Commerce, Navigation and Fisheries, and under California state law, these lands must be devoted to Trust purposes through land uses that attract people to the waterfront, promote public recreation, protect habitat, or preserve open space. By state law, residential uses and general purpose industrial warehousing and commercial uses are not permitted uses on Tidelands Trust property. This entire area currently is not available for housing development. The City has facilitated the redesignation of Public Trust lands to accommodate housing and other uses. Senate Bill 2049, which took effect in 2000, enacts the Naval Air Station Alameda Public Trust Exchange Act ("PTEA"), the purpose of which is to facilitate the productive reuse of Public Trust lands designated for commerce, navigation and fisheries. Under

this bill, exchanges of Public Trust Lands will be made within the NAS property. Released land from the Public Trust will become mixed use development under the proposed Alameda Point General Plan Amendment, currently under review by the City. The laws regarding use of tidelands are beyond the control of the City of Alameda. Navy land within the Tidelands Trust must first be deemed free of contamination by the State Lands Commission. Notwithstanding the limitations and restrictions on the use of lands within the Trust, the restrictions imposed by the Trust should not prevent the City from realizing its housing goals and objectives because there remains sufficient property outside the Trust to accommodate sites necessary to meet the City's RHND.

- b. *Remediation of Hazardous and Toxic Materials:* Within Alameda Point, there are several geographic areas which are contaminated with hazardous and toxic materials, such as petroleum hydrocarbons in soil and groundwater, polyaromatic hydrocarbons, volatile organic compounds, and radionuclides and metals. The Navy is legally responsible to assess adequately and cleanup all environmental contamination on Alameda Point, but is not necessarily required to clean to a level which would permit residential development. The Navy is proposing to meet its remediation obligations by placing limitations on future use of the property so that use is consistent with the level of cleanup. Alameda is negotiating to limit the Navy's use of this approach at Alameda Point but ultimately the City must abide by federal and regulatory agency decisions on this matter. While the City anticipates full transfer of the military lands to the City over a period of approximately five years, the schedule for transfer is subject to the Federal funds available for remediation, and is based on the extent of cleanup involved as each site undergoes remediation. For Federal fiscal year ending September 30, 2001, approximately \$38 million has been allocated to cleanup at Alameda Point. While these funds will initiate the remediation process, this will be insufficient to complete remediation necessary prior to transfer. The need for environmental remediation represents potential delays in sites becoming available for transfer and redevelopment and may limit future residential use of the property. Congress cut funds for cleanup of closed bases by 50 percent in the 2002 fiscal year. The Reuse Plan for the NAS calls for the Navy promptly to clean up properties located on the former Naval Air Station consistent with the proposed reuses identified in the Reuse Plan. The City is working with the Navy and the will work with Master Developer of Alameda Point to expedite clean up efforts and allow for residential and other uses on Alameda Point. Further, the City will continue to work with the California federal legislative delegation to ensure that adequate clean funds are appropriated to the Navy by Congress. Early transfer of the Navy property to the City depends on approval from both the US Environmental Protection Agency (EPA) and the State Department of Toxic Substance Control (DTSC).

- c. *Historic District:* As part of base closure, the Navy determined, and the California State Historic

Preservation Officer concurred, that the historic “core” of NAS Alameda was a significant historic resource eligible for the National Register of Historic Places. As such, it is eligible for protections under the National Historic Preservation Act. The City has designated this area as an historic district and as a City Historic Monument. Exterior alterations to historic monuments



must be reviewed for approval by the City’s Historic Advisory Board. In addition, the Historic Advisory Board must make specific findings about the economic infeasibility of rehabilitation before approving an application to demolish an historic resource. The Historic District covers a significant portion of the area to be transferred to the City. Any development within the District needs to be done in compliance with protecting the historic resources on the site, or the City must prepare an Environmental Impact Report assessing the adverse environmental impacts and make findings of overriding consideration before affecting the resource. The City has an aggressive adaptive reuse program on Alameda Point that provides for the rehabilitation of historic structures consistent with the standards promulgated by the US Secretary of the Interior. The City will continue to reuse historic structures where appropriate and require that new development be sensitive to the historic district on Alameda Point. The standards for rehabilitation of historic structures promulgated by the US Secretary of the Interior are beyond the control of the City of Alameda. However, it is not anticipated that the existence of the Historic District or individual contributing historic structures will significantly impede the City’s ability to achieve its RHND allocation goals.

- d. *Wildlife Refuge:* About 565 acres of land at Alameda Point are designated as a US Fish and Wildlife Service (USFWS) wildlife refuge. On this site is a breeding colony of the endangered California Least Tern as well as a very large colony of Western Gulls. In addition to the land area, 413 acres of water area are included in the wildlife refuge, which offer habitat to numerous fishes and foraging areas for sea birds. The breakwater is also a haul-out for Harbor Seals and includes a California Brown Pelican roost. To avoid adverse impacts to the endangered species, the Navy was required by the Federal Endangered Species Act to enter into an agreement with the USFWS concerning predator management and development controls on properties that are transferred from the Navy to the City. The Biological Opinion was required under a Section 7 consultation for Navy transfer of property because the transfer may affect federally-listed species, in this case, the California Least Tern and California Brown Pelican. The March 1999

Biological Opinion issued by the USFWS to the Navy includes terms and conditions that restrict land use adjacent to the refuge, including prohibitions on new buildings (including housing). The Wildlife Refuge is an area not available for development. The actions of the USFWS are beyond the control of the City of Alameda. However, it is not anticipated that the existence of the Wildlife Refuge at Alameda Point or the conditions imposed by the Biological Opinion will significantly impede the City's ability to achieve its RHND allocation goals.

- e. *Transfer of Military Lands:* The City completed the environmental review necessary to accept the federal lands, and in June 2000, the federal government issued the Record of Decision to identify the transfers of the property. However, there are still significant issues to be resolved before the lands can be transferred. The most significant issues are related to environmental cleanup of hazardous and toxic materials, as discussed above. While the reoccupation of existing military housing is feasible prior to transfer of Base property, development of new housing on the former military lands cannot occur until transfer has been completed. The City and the Navy are committed to accomplishing the transfer of the property in a timely manner and to accommodate residential development consistent with the General Plan (including its Housing Element) within the planning period. However, completion of the conveyance is not solely within the control of the City of Alameda.
- f. *Infrastructure:* Alameda Point will require extensive infrastructure improvements in order to allow for redevelopment. The City is working to identify how to finance the design and construction of this infrastructure. The NAS Alameda Street Improvement Plan prepared by Rajappan & Meyer in March 1997 and Utility Study for the Alameda NAS prepared by Moffatt & Nichol Engineers in 1996 include the following construction costs for infrastructure replacement and upgrades:

Storm Drainage System	\$34.59 million
Sewer System	\$16.70 million
Water/Fire Protection System	\$16.61 million
Gas/Electricity System	\$24.59 million
Roadway System	\$74.90 million
Total Estimated Cost	\$167.39 million*

* 1996 dollars

The City faces significant challenges in finding ways to finance these extensive needed improvements. To a significant extent the availability of funding for the necessary infrastructure improvements is dependent upon a healthy market for residential and non-residential development. However, assuming such healthy markets, the City has concluded that the financing and construction of the improvements necessary to accommodate the development of the City's RHND allocation is feasible within the planning period of this Element.

- g. *Traffic Constraints:* Unless an additional bore to the existing Webster/Posey Tunnels or another crossing of the Estuary can be provided, traffic capacity within the Webster Street corridor represents a very real constraint on how much development may occur at Alameda Point and within the transitioning Northern Waterfront area. As part of adopting the General Plan Amendment for the reuse of Alameda Point, the City has and may have to in the future adopt policies and regulations which affect the timing, density and/or location of future development to match available capacity. This may impact both residential and non-residential development in Alameda. Caltrans, the City of Oakland and the Port of Oakland are three governmental agencies with regulatory control over construction of additional traffic improvements in this corridor. Funding for such improvements would rely on numerous local, regional, State and federal government agencies. The City is committed to working with these agencies to provide an expanded range of transportation alternatives, as well exploring feasibility of alternative transportation modes to connect Alameda with Oakland, and the greater Bay Area.

The Alameda County Congestion Management Agency (CMA) provides an additional traffic constraint through its Congestion Management Program (CMP). The CMP requires all cities in the County to maintain traffic at specific Levels of Service (LOS) on the CMP designated highway system. The CMP system includes the Webster/Posey tubes connecting I-880 with Alameda. The CMA is responsible for monitoring levels of service on the CMP system and requires local jurisdictions to prepare deficiency plans in the event that LOS standards are exceeded. Compliance with these LOS standards is a further constraint to the provision of housing on Alameda Point. Penalties for non-compliance with CMP standards include the loss of gas tax funds. The City is committed to working with the CMA and other agencies to provide additional capacity and acceptable levels of service on CMP roadways in Alameda. The actions of these public agencies are beyond the control of the City of Alameda.

In summary, the City is committed to providing more than half of its share of regional housing need on Alameda Point. The City's success in constructing this housing is dependent on numerous other local, regional, state and federal agencies who share regulatory, funding and other responsibilities with the City of Alameda.

4. City Charter Article XXVI

There was concern in the early 1970's about the loss of historic Victorian structures and the impacts of increasing residential densities resulting from tearing down Victorian-era homes for development. Some felt that with additional multi-family dwellings there were impacts on traffic, City taxes, and the residential quality of the community. Alameda voters in March 1973 approved initiative Charter Amendment "A" (aka Measure A), which amended the City Charter as follows:

Section 26-1. There shall be no multiple dwelling units built in the City of Alameda.

Section 26-2. Exception being the Alameda Housing Authority replacement of existing low cost housing units and the proposed Senior Citizens low cost housing complex, pursuant to Article XXV of the Charter of the City of Alameda

As a charter amendment enacted by the voters, Measure A can only be repealed or modified by a vote of the electorate.

The City Council implemented Measure A in May 1973 by adopting Ordinance No. 1693 N.S., which added Chapter 4 to Title XI of the Alameda Municipal Code. This ordinance defined "multiple dwelling units" as follows:

A residential building whether a single structure or consisting of attached or semi-attached structures, designed, intended or used to house, or for occupancy by three or more families, or living groups, living independently of each other, located in districts or zones authorized therefore. Each such family or group is deemed to occupy one such dwelling unit.

In December 1984, the City Council adopted Ordinance No. 2219, amending Chapter 4 of Title XI of the Municipal Code to interpret Measure A as prohibiting the alteration of an existing building to increase the number of multiple dwelling units beyond a maximum of two units in any one structure.

Thus, Measure A has been interpreted to prohibit the development, through new construction or alteration of an existing structure, of more than two dwelling units in a single structure. This interpretation, however, would allow development of as many two-family structures on a single lot as is legally allowed by the regulations of the zoning districts in which such structures are authorized (See Table VI-3.).

The City Council, through adoption of Ordinance No. 2278, also amended Chapter 4 of Title XI of the Municipal Code in April 1986 to allow for replacement of two-family or multi-family units destroyed by fire or other disaster as follows:

Section 30-53.3. Exception. Destroyed Building. A building permit may, notwithstanding the immediate preceding section, be issued to rebuild all dwelling units, or any parts thereof, of record at the time the building within which they are located becomes a destroyed structure, as defined in Section 11-421(g), provided that all codes and regulations other than the Zoning Ordinance density requirements are met by the reconstruction. All Zoning Ordinance requirements which do not require a smaller number of units or units smaller in area shall be met.

This, in effect, made all existing multiple-family units legally conforming uses.

Since its passage in 1973, there have been two unsuccessful attempts to gain voter-approved exceptions to Measure A. In 1979, Alameda voters turned down a ballot

measure that would have approved construction of 50 to 100 additional rental units on a specific site in the West End of the city. In 1984, Alameda voters rejected an exemption to Measure A to accommodate a private proposal to construct 272 residential units in a renovated industrial building.

In public testimony at the Housing Forum meetings, as well as at public meetings soliciting input for the Housing Element, there were a number of comments regarding Measure A. There were comments supporting amending the charter provision to allow multi-family housing in selected areas (e.g., redevelopment project areas) and some cautionary comments to leave the Measure alone. Officials of the Alameda Chamber of Commerce as well as local representatives of the Sierra Club and members of a local advocacy organization, Renewed HOPE, have publicly expressed an intent to bring an initiative ballot measure that would allow multi-family housing development before the voters sometime in 2002. This effort appears to focus on lands slated for redevelopment and exclude existing residential areas. However, to date, no initiative has circulated.

Some critics of Measure A have argued that by limiting new multi-family developments, Measure A restricts the proportion of low income households in Alameda, discriminates against minorities seeking to locate in the City of Alameda and restricts the mix of housing types. However it appears from objective analysis that Measure A has not had these effects.

One might expect the City's implementation of Measure A to mean that the City has not authorized any apartment-type housing units, (that is, units in buildings with three or more housing units.) In fact, the City has approved and the Housing Authority has constructed 358 units (186 for senior households and 172 for families) since 1974. Furthermore, Alameda has a relatively large percentage of multi-family units compared to other cities in the East Bay. Fifty percent of all units are in structures with two or more units. Over 18 percent are in structures with two to four units, which is up from 17 percent in 1989.¹

Because the Charter Amendment was considered a restrictive housing policy, some people voiced concerns at the time of adoption and later during the preparation of the 1990 Housing Element that:

The City's housing growth rates could be adversely affected because high-density multi-family housing could not be built.

Response: The City of Alameda is currently in a period of considerable growth and anticipates the addition of approximately 3,600 units to the City's housing stock over the next five years. If this development occurs, as many as 1,300 units will be affordable to very low, low, and moderate income families.

The policy would restrict the proportion of low income households in the city.

¹ 1980, 1990 US Census; California Department of Finance; City of Alameda Annual Housing Reports

Response: Communities in the San Francisco Bay Area have experienced a significant increase in housing costs in the last few years, which has exerted pressure on low income families to move to more affordable housing in other communities. The housing survey indicates that this may be occurring in Alameda. The number of affordable units on the market in Alameda is decreasing due to regional market forces. It is unlikely that Measure A has had an impact. Multi-family units, if built, would be rented at market rate unless publicly subsidized. The proportion of publicly assisted units to market units has increased in the last few years.

The policy would restrict the proportion of minority households in the City.

Response: The City has experienced an increase in minority households to the extent that in 2000 minorities constituted approximately 43 percent of the City's total population compared to approximately 30 percent in 1990.

The City would not have an adequate supply of apartment-type housing units.

Response: Only three cities in Alameda County (Berkeley, Oakland, and Emeryville) exceed the City of Alameda in the proportion of multi-family housing to single family housing. As of January 1, 2000, 50.54 percent of Alameda's housing units were classified as multi-family, of which 10,300 units are in buildings with three or more units. Of the cities in Alameda County with more than 20,000 housing units, Alameda has the fewest number of single-family detached housing units.

While Measure A restricts the type of housing that can be built in Alameda, Measure A does not constitute a significant constraint on the production of affordable housing in Alameda in the context of other governmental and non-governmental constraints, particularly those related to the development of Alameda Point. These constraints are noted earlier in this chapter and include:

- 1) areas subject to tidelands restrictions,
- 2) the Federal Installation Restoration schedule for contamination remediation,
- 3) restrictions related to the National Register eligible historic district,
- 4) US Fish and Wildlife refuge and associated land use restrictions,
- 5) transfer of military lands,
- 6) infrastructure reconstruction, and
- 7) traffic constraints.

Furthermore, there is no indication that by removing Measure A's limitations, more affordable housing would be built. It should be noted that the City's AB 1600 fees are very competitive, compared to those of surrounding communities. Given prevailing high land and construction costs, new development that is more dense than is permitted under Measure A is not likely to be affordable to very low or low income households.

To the extent that Measure A restricts the type of housing that can be built in Alameda, the record demonstrates that the limitations imposed by Measure A represent a reasonable

and justifiable approach to protecting Alameda's historic housing stock and the quality of its existing residential neighborhoods.

5. Measure A Exception

The City Council agreed in the 1990 Settlement Agreement on the Guyton vs. City of Alameda case that Section 26-2 of the City Charter allows the Alameda Housing Authority to replace, with multi-family housing, 325 low cost housing units. This number represents the number of low cost units lost when the former Buena Vista Apartments were converted to the market rent Bridgeport Apartments (now called Harbor Isle Apartments). The City agreed that 325 units of multi-family housing can be built at densities allowed as of January 1, 1990, even if Zoning and General Plan changes were subsequently adopted that would reduce allowable densities. This exception has not been used to date, although it is anticipated that it will be needed in the near future for almost 100 low and moderate-income units committed to be developed in the Catellus project. Furthermore, it is anticipated that the balance will be used in meeting Alameda's Regional Housing Need Determination (RHND).

6. Development Processing Procedures, Standards and Fees

Government policies and ordinances regulating development affect the availability and cost of new housing. Land use controls have the greatest direct impact, but development approval procedures, permit fees, building code requirements, and the permit processing time can affect housing costs as well. This section addresses the relationship of development fees, processes, and standards to the production of housing.

a. Permit Processing Procedures

In 2000, the City of Alameda merged its Planning Department and its Building Department. The new Planning and Building Department has responsibility for short and long-range planning, code enforcement, inspections, and permitting. The consolidation of these two departments has facilitated coordination and consultation on projects. The City also has recently begun a redesign of its permitting and code enforcement systems to improve internal efficiency and better serve the development community. For nearly twenty years, Alameda's Building Services Division of the Planning and Building Department has operated a "Central Permits Office" application intake function to process building and construction-related permits for four (now three) City service groups: Building Services, Planning, Public Works/Engineering and Fire Prevention. While the Building Services Division consolidated some initial permit application functions, the overall permitting and code enforcement system (collectively the "development review" process) has remained somewhat fragmented.

As early as 1993, the City of Alameda began exploring options to improve the development review process through its participation in the Red Tape Round Table of the Alameda County Economic Development Advisory Board. Close analysis of

existing administrative procedures and detailed questionnaires administered to members of the development community revealed a countywide need to streamline permitting and code enforcement processes.

Throughout the 1990s, Alameda instituted a number of incremental improvements to streamline existing procedures, and in 2000 the City began to undertake a major systemwide redesign of the entire development review process. The City's Land Development Review Team, in conjunction with outside consultants, initiated an extensive review of current procedures, interviewing a wide variety of customers and staff members. The resulting report provides detailed recommendations for system redesign in five arenas: core business processes; people interactions; regulatory framework; technology; and organizational structure. Key elements of the improvement process include updating the City regulatory code, undertaking a space-planning effort for involved departments, and establishing a One-Stop concept for permitting services. In particular, the One Stop Center will help streamline and expedite the permit process by housing all permit review and approval functions in the same facility. Procedures also will be established to make it easier and faster to navigate the permit process.

Redesign of the development review system is taking place in three stages. Stage 1 (strategic assessment) was completed in June 2001. Stage 2 (system design and planning) will be completed by December 2001. Stage 3 (citywide implementation) is scheduled for completion by December 2002.

b. On-Site Improvement Standards

The City of Alameda requires on-site improvements such as curbs, gutters, and sidewalks, similar to those required by most other jurisdictions in the Bay Area. The City's on-site improvement requirements are not considered a constraint to the production of affordable housing in the city, except at Alameda Point. This is because most of the city is fully built-out and the few vacant lots that remain are generally up to City standards. However, the infrastructure needs at Alameda Point are extensive, primarily because the Navy was not required to conform to State and local codes. The underground wet and dry utilities, including sanitary sewer systems, are not located within the existing street system at Alameda Point. They will have to be reinstalled underground within properly dedicated right-of-way easements. In other words, it is assumed that the gas, electric, storm water, potable water, wastewater and street systems must all be replaced with systems that meet local codes and standards. However, where reuse of existing buildings is expected to occur, such as in the Historic District, adaptive reuse can occur without substantial infrastructure development.

c. Building and Housing Codes

The City of Alameda has adopted and administers the California Building Standards Code. This code includes the following codes:

- 1998 California Building Code
- 1998 California Plumbing Code
- 1998 California Mechanical Code
- 1998 California Electrical Code
- 1998 California Historic Building Code
- 1997 Uniform Code for the Abatement of Dangerous Buildings
- 1998 California Fire Code
- 1997 Uniform Administrative Code
- 1997 Uniform Housing Code

The City has modified some sections of the Uniform Administrative Code, California Building Code, California Electrical Code, California Plumbing Code, and the California Mechanical Code. Modifications include changes to the appeals process, permit expiration dates, permit fees, and other minor changes. (For a detailed explanation of modifications see Appendix L.) None of the modifications to the Uniform Codes constitutes a constraint on the development of affordable housing.

Enforcement of the adopted codes focuses primarily on review of new construction proposals to ensure that they comply with minimum health and safety standards. Until recently, enforcement of adopted codes on existing construction had been limited to correction of violations brought to light through complaint or similar community activity. However, the City has hired a new code enforcement officer who will focus on existing housing conditions.

Building Services officials estimate that there are approximately 20 vacant buildings, mostly residential, that could be upgraded and placed back on the market by enforcing the City's Boarded Buildings and Vacant Parcels Ordinance.

But like many jurisdictions, Alameda's resources to mount proactive code enforcement are severely limited. Violation correction typically results in code compliance without adverse effects upon the availability or affordability of the housing units involved. Enforcement of the City's voluntary amnesty program (a process for legalizing undocumented dwelling units) actually results in a net increase of legal dwelling units available in the city.

d. Permit Fees

Fees are collected by the City to help cover the costs of permit processing, inspections, environmental review and the provision of services such as sewers and storm drainage. These fees typically are assessed on a per unit basis in residential developments. Fees charged for building permits are based on construction values as prescribed by the California Building Code. The total amount collected in fees covers

all of the costs the City incurs for processing building permits, while the Planning Division recovers 30 percent of costs.

Table VI-4 provides a breakdown of the fees required for construction of a typical detached single-family home and a duplex.

City of Alameda -- Housing Element 2001-2006

Table VI-4
City of Alameda Permit Fees

<i>New 2000 Sq. Ft. Single Family Dwelling</i>		<i>New 3000 Sq. Ft. Duplex (1500 Sq Ft Each Unit)</i>	
Building Permit Fee	1,560	Building Permit Fee	2,148
Electrical Permit Fee	312	Electrical Permit Fee	430
Plumbing / Mechanical Permits	546	Plumbing / Mechanical Permits	752
Plan Check Fee	1,560	Plan Check Fee	2,148
Permit Filing Fees	144	Permit Filing Fees	144
Concurrent Plan Check Fee*	1,560	Concurrent Plan Check Fee*	2,148
CPO - Other	12	CPO - Other	24
Sewer Connection Fee	700	Sewer Connection Fee	1,400
CDF Fee**	3,336	CDF Fee**	5,632
Records Management	100	Records Management	100
Design Review Fee	488	Design Review Fee	702
School Fee	4,100	School Fee	6,150
SMIP Fee	20	SMIP Fee	29
Police and Fire Fees	310	Police and Fire Fees	465
Improvement Tax	1,950	Improvement Tax	2,926
Dwelling Unit Tax	1,138	Dwelling Unit Tax	2,276
Total	17,836	Total	27,474

*Concurrent Plancheck fee is not a required fee. Payment of this fee will reduce the permit processing time.

**CDF Fee varies throughout the City. Figure used is the most expensive.

Source: Alameda Planning & Building Department

The City has adopted a policy to waive City-controlled fees for new affordable units developed through the City's Substantial Rehabilitation Program. The City also rebates Transient Occupancy Tax charges on motel vouchers for the homeless. These funds are then used to serve the homeless population.

The City of Alameda has adopted two impact fees: the Affordable Housing Unit/Fee (AHUF) and the citywide Development Impact Fee, both pursuant to Government Code (AB 1600). The AHUF was adopted as a result of a 1989 study by the City of Alameda, which established a connection between employment from new or expanding non-residential use and the need for housing affordable to low and moderate income people. The AHUF imposes requirements on new construction,

expansion, and change of use of non-residential properties. The requirements can be satisfied either by the provision of housing units affordable to low and moderate income households or by the payment of an in-lieu fee. Since the last Housing Element was written, this fee has been adjusted for inflation, creating substantial additional revenue for subsidizing the creation of new affordable housing.

- e. The City may require the installation of physical improvements off-site to mitigate the adverse environmental impacts of housing development within the jurisdiction. These off-site improvements can include traffic control measures or capacity enhancements, the development of park facilities, water or sewer capacity enhancements or other enhancements to impacted infrastructure. To the extent that these required improvements reduce the feasibility of affordable housing developments, the City or its redevelopment agency may subsidize the provision of the off-site improvements with various sources of housing funding.

In 2000, the City also undertook a nexus study to determine whether it should adopt a citywide Development Fee Ordinance. The study illustrated that the City had no comprehensive fee program that considered the overall impacts of new development on citywide infrastructure and service needs. The study also noted that the City imposes relatively few impact fees (i.e., AHUF, a Dwelling Unit Tax and a Police and Fire Impact fee). It further concluded that compared to many other cities in the region, Alameda imposes relatively low aggregate fees on new residential development. The study concluded that the City could impose a development fee to cover current growth projections and infrastructure requirements without compromising future development, as the imposed fees were comparable to other East Bay cities. Table VI-5 illustrates the citywide Development Fee structure.

City of Alameda -- Housing Element 2001-2006

Table VI-5

Alameda Citywide Development Fees by District and Land Uses

<i>Land Use/Category</i>	<i>CITY DISTRICT</i>			
	<i>West End</i>	<i>Northern Waterfront</i>	<i>Central/ East End</i>	<i>Bay Farm Infill</i>
CDF Fees Per Unit				
Single Family Low Density	\$3,239	\$3,018	\$3,014	\$2,052
Single Family Medium Density	\$2,832	\$2,655	\$2,652	\$1,882
Duplex	\$2,734	\$2,536	\$2,532	\$1,666
Work/Live	\$2,399	\$2,233	\$2,230	\$1,509
Multi-Family	\$2,517	\$2,320	\$2,316	\$1,450
CDF Fees Per SF of Bldg. Space				
General Industrial	\$2.77	\$2.36	\$2.36	\$0.59
Office/Commercial	\$4.03	\$3.45	\$3.44	\$0.93
Retail	\$4.20	\$3.58	\$3.57	\$0.88
Warehouse	\$1.60	\$1.37	\$1.36	\$0.35

Sources: City of Alameda; Economic & Planning Systems, Inc.

Table VI-6 provides a breakdown of the 2001 AHUF fee structure.

City of Alameda -- Housing Element 2001-2006
Table VI-6
City of Alameda Affordable Housing Unit Fee

<i>Category</i>	<i>Rate</i>	<i>Application Uses</i>
Non-Commercial/ Non-Industrial	Exempt	Publicly-owned building used for a public purpose; dwelling unit (per AMC 30-51.1); residential care facility for no more than six persons; family day care facility for no more than 12 children; bed and breakfast (no more than 10 bedrooms for rent); home occupation in residences w/home occupation permit; certain accessory uses to the above (e.g., property management office in a residential complex)
Office	\$3.45 per square foot or 20 units per 100,000 square feet	Office, including medical, professional, semi-professional, administrative, corporate, research and development, social service, non-profit, organization/association, church office
Retail	\$1.75 per square foot or nine units per 100,000 square feet	Establishment for the display and/or sale of merchandise or services (e.g., showroom, shop, customer service area, restaurant, salon, bank, travel office, dry cleaner, repair shop, service station, theater, banquet hall, for-rent conference facility, commercial marina, commercial parking garage, school museum, place of worship, funeral home); residential care facility (care for elderly, health-care center, nursing home) for more than six persons; any child care center; any family day care home for more than 12
Warehouse	\$0.60 per square foot or four units per 100,000 square feet	Warehouse, storage space
Manufacturing	\$0.60 per square foot or four units per 100,000 square feet	Factory, fabrication/production area
Hotel/Motel	\$885 per room/suite or five units per 100 rooms or suites	Any facility paying the transient occupancy tax (except bed and breakfast homes of 10 or less bedrooms for rent)

Source: Alameda Planning & Building Department

C. Conclusion

The City of Alameda's zoning regulations, historic preservation measures, and development procedures, standards and fees do not unduly constrain housing maintenance, improvement or development, nor have they been shown to adversely affect housing affordability. However, several of the City's regulations, such as Measure A and its parking requirements, place limits on the amount of residential development that can occur in the city. The City considers these regulations to be reasonable measures for accomplishing important public policy purposes.



Alameda



GLOSSARY OF TERMS



GLOSSARY

A. List of Abbreviations/Acronyms

ABAG – Association of Bay Area Governments
ACCESS – Alameda Continuum of Community Emergency and Social Services
ADC – Alameda Development Corporation
AHUF – Affordable Housing Unit/Fee
AMC – Alameda Municipal Code
APC – Alameda Point Collaborative
APIP – Alameda Point Improvement Project
ARM – Adjustable Rate Mortgage
ARRA – Alameda Redevelopment and Reuse Authority
AUSD – Alameda Unified School District
BCDC – Bay Conservation and Development Commission
BEQ – Bachelor Enlisted Quarters
BOQ – Bachelor Officers Quarters
BWIP – Business and Waterfront Improvement Project
CAL-DAP – California Disaster Assistance
CASA – Community Assisted/Shared Appreciation Program
CC – Community Commercial
CDBG – Community Development Block Grant
CDD – Community Development Division (now Community Programs and Assistance Division)
CEQA – California Environmental Quality Act
CHFA HELP – California Housing Finance Agency Housing Enabled by Local Partnerships Program
CHRP-O – California Housing Rehabilitation Program
CIC – Community Improvement Commission
CIP – Community Improvement Plan
CMA – Alameda County Congestion Management Agency
CMP – Congestion Management Program
CPO – Chief Petty Officer
CRL – Community Redevelopment Law
DPA – Down Payment Assistance Program
DSD – Development Services Department
DTSC – State Department of Toxic Substance Control
ECHO – Eden Council for Hope and Community
EDAB – Economic Development Alliance
EDC – Economic Development Commission
EDSP – Economic Development Strategic Plan
EMC – Evans/McDonough Company
EPA – Environmental Protection Agency
FISC – Fleet Industrial Supply Center
FMR – Fair Market Rents
FTE – Full Time Equivalent
FY – Fiscal Year

GPA – General Plan Amendment
HA – Housing Authority
HCD – California Department of Housing and Community Development
HDD – Housing Development Division (now Business and Housing Development Division)
HUD – Department of Housing and Urban Development
LOS – Levels of Service
MCC – Mortgage Credit Certificate Program
MDR – Medium Density Residential
MOU – Memorandum of Understanding (e.g., with the Alameda Point Collaborative)
MU – Mixed Use
NAS – Naval Air Station
NWSP – Northern Waterfront Specific Plan
PBD – Planning and Building Department
PHA – Public Housing Authority
PMSA – Primary Metropolitan Statistical Areas
PSBA – Park Street Business Association
PTEA – Public Trust Exchange Act
RCD – Resources for Community Development
RHND – Regional Housing Needs Determination
RRAC – Rent Review Advisory Committee
SRO – Single room occupancy
SSHRB – Social Service Human Relations Board
UIN – United Indian Nations
USFWS – United States Fish and Wildlife Service
WABA – West Alameda Business Association
WECIP – West End Capital Improvement Project

B. Glossary of Terms

ACCESS. Alameda Continuum of Community Emergency and Social Services – Provides services to help Alameda families manage their household budgets and remain affordably housed. Services include short-term assistance in paying utility bills, rent, emergency food and baby supplies. The program also provides counseling, access to childcare vouchers, and referrals to other social services.

Ad Hoc Homeownership Committee. Committee formed to consider and recommend policies supporting the City's goal of achieving 60 percent home ownership. The Ad Hoc Homeownership Committee was composed of interested citizens including representatives from the Housing Commission, the Economic Development Commission, Planning Board, Social Services Human Relations Board, and the Alameda Association of Realtors. The Committee met on a regular basis and had an ambitious schedule of public meetings including more than ten Committee meetings, innumerable subcommittee meetings and seven public presentations (see Appendix C).

Affordable Housing Unit/Fee Ordinance. City ordinance, enacted December 1989 (Resolution 11899, title XX of AMC), requiring developers of new non-residential space (including new

construction, expansion, and conversion of use) to provide affordable housing units or pay an in-lieu fee to the Affordable Housing Fund. The affordable housing requirement may be satisfied either by providing affordable housing (to low/moderate income people, either tenant- or owner-occupied) for a period of 59 years or by paying a fee. A study finding that new employment creation and expanded non-residential use is directly connected to a need for housing affordable to low and moderate income people is the foundation for the ordinance. Exceptions may be made only if the business can provide evidence of the absence of any reasonable relationship between the housing impacts of the non-residential use and the payment of fees/housing provision. The Development Services Department Director is the City Manager's designee for administering the program and recommending for/against waivers as requested. The Guyton settlement requires that the ordinance remain in effect until the 1995 ABAG fair share housing levels for the City of Alameda have been met.

AHA. Alameda Housing Authority - A separate corporate body from the City of Alameda, governed by Housing Commission and Board of Commissioners (the latter of which has the same members as the City Council).

Alameda County Congestion Management Agency (CMA). CMA, through its Congestion Management Program (CMP), requires all cities in the County to maintain traffic at specific Levels of Service (LOS). CMA is responsible for monitoring levels of service on the CMP system and requires local jurisdictions to prepare deficiency plans in the event that LOS standards are exceeded.

Alameda County Lead Poisoning Prevention Program. The City of Alameda is a member of the Alameda County Lead Poisoning Prevention Program. This Joint Powers Agency is partially funded by a \$10/per unit assessment on residential units constructed before 1978. The program provides information and technical assistance to prevent lead poisoning and reduce residential lead hazards such as lead-based paint, soil and dust. People of all income levels are eligible for free lead paint test kits, environmental testing, abatement planning, and referrals for blood lead screening.

Alameda County Mortgage Credit Certificate Program (MCC). MCC is a federal program that helps first-time homebuyers qualify for mortgage loans. MCCs give homebuyers a "dollar for dollar" tax credit against federal income taxes equal to up to 15 percent of annual mortgage interest. By effectively reducing monthly mortgage payments, MCCs give homebuyers greater ability to qualify for and support a mortgage loan. Program participants are subject to limits on maximum household income and maximum home purchase price. If the home buyers' tax liability is lower than their available MCC tax credit, they may carry forward the unused tax credit for three additional years. The MCC program has been cut back significantly statewide, and in 1998 fund availability for the City of Alameda was less than 50 percent of 1997 levels.

Alameda Development Corporation (ADC). The Alameda Development Corporation (ADC) is a nonprofit housing development corporation formed to help implement Alameda housing policies, to partner with other developers, to work with the City in seeking out development opportunities and leveraging dedicated housing funds. In March of 2000, the ADC announced their first project. The ADC has purchased a 19,000 square foot parcel currently occupied by a

car wash at 626 Buena Vista, and is developing nine residential units affordable to low and moderate income households.

Alameda Point Collaborative. The Collaborative is a consortium of housing and social service organizations, which have facilities and/or services at Alameda Point. Formerly called the Alameda County Homeless Base Conversion Collaborative, it entered into an agreement with ARRA for a range of opportunities which include: housing units; land and buildings to be used for supportive services, employment training and economic development, including a 70,000 square foot community center; and a 90-slot child care center and a 15 percent first source hiring agreement. All properties have been conveyed to collaborative members through no-cost, fifty-nine year leases.

Alameda Point Collaborative Housing. In February of 2000, the Alameda Redevelopment and Reuse Authority (ARRA) entered into an agreement with the Alameda Point Collaborative that provides long-term leases for 200 units of transitional and permanent housing for formerly homeless families. This commitment for the homeless at Alameda Point represents the largest single commitment of resources to meet the growing needs of the homeless in Alameda County's history. A Memorandum of Understanding between the Collaborative and City provides \$1.8 million for rehabilitation of 58 of these units, \$3.6 million for associated infrastructure costs, and a commitment to build an additional 39 affordable family units on a 2.5 acre site within the proposed East Housing development. Responsible agency: Alameda Point Collaborative/Alameda Development Services Department.

Alameda Point Housing Development. Much of new housing development in Alameda will occur in Alameda Point residential neighborhoods. A master developer, Alameda Point Community Partners (a partnership of Shea Homes, Centex Homes, IRG, and Morgan Stanley) has been selected and housing development is a high priority. When build-out is complete, it is estimated that Alameda Point will feature in excess of several thousand new and rehabilitated housing units. A quarter of all new units will be affordable to very low, low and moderate income households. Responsible Agency: Alameda Development Services Department

Amnesty Program. The City's Amnesty Program enables property owners to legalize units that were developed without required city buildings permits if the property owner brings the units up to current health and safety codes.

APIP. Alameda Point Improvement Project, containing the former Alameda Naval Air Station (NAS), which occupies approximately one quarter of city's land area and is Alameda's third redevelopment area.

ARRA. Alameda Reuse and Redevelopment Authority, authorized by federal base reuse legislation, is responsible for the transfer and redevelopment of the former NAS base from the Navy to the City (APIP area).

Assisted Living Projects. Assisted living units provide older persons accommodations with limited assistance, which allows them to live independently. Two new projects, Aegis and the Elders Inn, provide a total of 155 units for seniors and disabled persons who often live on limited or fixed incomes.

Association of Bay Area Governments (ABAG). The Association of Bay Area Governments (ABAG) is one of more than 560 regional planning agencies across the nation addressing regional issues such as land use, housing, environmental quality, and economic development. The cities and counties of the San Francisco Bay Area sponsor ABAG. It was established in 1961 to plan for the future and promote cooperation on assorted issues.¹

AUSD. Alameda Unified School District has an agreement with the City's Community Improvement Commission (CIC) which allocates redevelopment funds to the district. This "pass-through agreement" allocates 40 percent of the 20 percent set-aside funds, (property taxes in redevelopment areas reserved for housing) to AUSD for affordable housing. The AUSD may combine its development efforts with the CIC or the City or may wait until sufficient funds have been accumulated to finance a cost-effective project.

"Bridgeport" or "Buena Vista" Apartments. The sale of this privately built and owned Section 8 rental housing complex to another private owner precipitated the Guyton-Henderson lawsuit against the City of Alameda. The settlement of the case, know as the Guyton Agreement, specifies how dedicated housing funds are spent and provides certain exceptions to Measure A. This exception is for up to 325 affordable housing units considered "lost" by the plaintiffs when the former Buena Vista Apartments were converted to the market rent Bridgeport Apartments (now Harbor Isle apartments). Under the Guyton Agreement, those residents of the Buena Vista Apartments present in September 1987 are offered first priority in occupying newly constructed affordable units financed with redevelopment funds.

460 Buena Vista. The Housing Authority acquired this building in July 1998 and performed significant rehabilitation and seismic work. Of the 26 units, 15 are restricted for affordable rents. Financing for acquisition and rehabilitation was provided through the HOME program, a US Bank loan, and Housing Authority Funds.

BWIP. Business and Waterfront Improvement Project is one of the city's three redevelopment areas. It was established mid-1991 and its term expires in 2031. BWIP covers selected areas of the city including most of the estuary waterfront from Tilden Way to NAS, the Park Street and Webster Street business districts, two neighborhood business districts along Lincoln Avenue, the Civic Center, and the primary entrances to the City. Fifteen percent of tax increment from BWIP must be set aside for affordable housing, as per state law. The funds are specifically for low and moderate income households (50 to 120 percent median).

CASA. Community Assisted/Shared Appreciation Homebuyers' Program is a deferred loan program for home ownership and is administered under contract by Northbay Ecumenical Homes. Preference is given to Alameda residents or people employed in Alameda. A subsidized mortgage is provided on the condition that the homeowner must share appreciation in the home's value with the lenders. Open to all first-time homeowners or anyone who has not owned a home in the past three years. The borrower gets a mortgage and then obtains smaller second and third mortgages ("silent loans") from the City of Alameda and its CASA partner.

¹ Information retrieved 8/13/01 from ABAG Website: http://www.abag.ca.gov/about_abag/.

CDBG. Community Development Block Grant program, administered by the Development Services Department of the City of Alameda. The CDBG program is a block grant funded by the federal government and assists low and moderate income residents and to relieve conditions of blight. Entitlements to cities with more than 50,000 population are based on a formula, which considers age of housing, population growth and extent of poverty. Eligible activities include public works and facilities, public services, housing rehabilitation, economic development activities, planning and administration. Per the Guyton settlement, 15.3 percent of CDBG funds must be allocated each year for the Substantial Rehabilitation Program.

CHFA HELP program. California Housing Finance Agency Housing Enabled by Local Partnerships Program. The HELP program provides for loans for up to \$2,000,000 for 10 years at a 3 percent simple interest rate.²

CIC. The Community Improvement Commission is the governing body of Alameda's redevelopment program. It was created in 1982 by the City of Alameda to take advantage of California's redevelopment legislation and opportunities.

City of Alameda February 2001 Housing Survey. The City of Alameda commissioned a telephone survey ("housing survey") by the survey firm of Evans/McDonough. (The complete survey and results are contained in Appendix K.) Trained professional interviewers interviewed 400 residents over the age of 18. The sample was drawn from a random digit dial database of known local telephone exchanges. The margin of error for the overall survey is ± 4.9 percentage points.

Community Improvement Plan (CIP). The "Community Improvement Plan" (CIP) for the Alameda Point Improvement Project in the City of Alameda. The CIP is the policy and program guide for the Community Improvement Commission (CIC) regarding powers, duties, and obligations. It further guides the implementation of redevelopment, rehabilitation, and revitalization of specific areas within the Project Area.

Community Land Trust Model of Home Ownership. See properties at 1129-31 Regent and 2201 Santa Clara. The land trust homeownership model creates affordable air space condominiums, which are sold to low and moderate income buyers. Land and buildings are owned by a nonprofit entity and leased to owner with deed restrictions to maintain affordability through resale of units.

Condominium Conversion. Conversion of existing housing to condominium ownership is regulated by Alameda Municipal Code. No conversion of rental housing is allowed when the ratio of owner-occupied units exceeds 60 percent of the total units available. Existing tenants not in arrears must be given a 60-day non-transferable right of first refusal for the purchase of his/her rental unit. Developers subdividing properties for the purpose of creating condominiums must prepare a relocation assistance program to be approved by the planning board.

² Information retrieved 8/13/01 from ABAG Website:
http://www.abag.ca.gov/planning/interregional/pdf/housing_incentives.pdf

Congestion Management Program (CMP). See “Alameda County Congestion Management Agency” in this glossary.

Conservation of At-Risk Units. At risk units describe affordable rental housing with public subsidies at risk of being converted to market rents. The most notable example of this was the conversion of 615 unit Bridgeport Apartments (now Harbor Island) from HUD financed moderate income tenancy to market rate in 1987. More recently, the Alameda Housing Authority in 2000 provided a long-term deferred loan of \$240,000 to the new purchaser of Playa Del Alameda to preserve for 55 years affordable rents in this 40-family unit Section 8 project.

Dignity Commons. This 28 unit project received rehabilitation financing as part of an agreement between the Alameda Reuse and Redevelopment Authority and the Alameda Point Collaborative. It is part of the group of projects of 200 transitional and permanent housing units at Alameda Point for formerly homeless families.

Down Payment Assistance Program. The program assists home buyers who qualify for conventional mortgage but don't have the cash for the down payment and closing costs. The City sponsors low interest loans for these costs. Open to all first-time homeowners or anyone who has not owned a home in the past three years and qualifies as a very low, low, and moderate income household. Up to \$10,000 is available at a 5 percent simple interest rate, with payments deferred for five years.

Downtown Vision. This is the name of a citizen based planning program initiated in 1999 which emphasizes strategically selected priority projects and programs that will provide the most impact for future improvements to Downtown (Park Street) Alameda.

Economic Development Strategic Plan (EDSP). The plan defines the direction of Alameda's economic development using goals that maximize economic opportunity with consideration of the qualities of Alameda. Plan will be long term (10+ years), and will identify milestones for measuring success and provide for periodic review.

Fair Housing Act. The federal law which prohibits discrimination on the basis of race, color, religion, sex, national origin, handicap, or familial status (i.e., presence of minor children). It covers the sale, rental, financing, and advertising of almost all housing in the nation. The Community Programs and Assistance Division, in conjunction with Alameda County HOME Consortium, is responsible for conducting, updating and noting progress in addressing an “Analysis of Impediments to Fair Housing” as part of HUD's Consolidated Plan process. As a HUD recipient, the City is required to take actions to “affirmatively further fair housing.”

First-Time Homebuyer Workshops. The City of Alameda sponsors homebuyer workshops for first-time homebuyers. The workshops are presented by the Homebuyer Assistance Center, a nonprofit homeownership assistance organization in Oakland, under contract with the City of Alameda. Topics covered in these workshops include an overview of the home buying process, credit and budgeting, qualifying for a loan, the City's DPA and CASA programs, loan application and preapproval process, selecting a home, the role of the real estate agent, home maintenance, and foreclosure prevention.

FISC. The area known as the Navy's Fleet Industrial Supply Center (FISC) will be redeveloped along with the former Navy residential area known as "East Housing" by the Catellus Development Corporation. The project will include approximately 600 single-family homes, including 147 designated affordable units; a 1.3 million square foot business park; a 5-acre neighborhood park; a school; and 11 acres of open space along the waterfront. This development will be the first large-scale mixed-use project developed in the city since the Marina Village project was approved in 1984.

General Plan. The General Plan is a state mandated planning document, which addresses present and future land use, transportation, housing, historic preservation, open space and other important community components.

General Plan Amendment (GPA) for Alameda Point. Alameda Point, the former Naval Air Station Alameda, will be turned over to the City and redeveloped. The City is currently working on a GPA to change the General Plan designation of Alameda Point from Federal Facilities to other land use designations, including mixed-use and residential. The specific mixed-use designations will include residential uses.

Guyton Settlement. The lawsuit between Clayton Guyton and Modessa Henderson and the City of Alameda was settled in April 1990. Subsequently there were two motions for enforcement and a spring 1993 court order. The settlement agreement encourages the City to increase its affordable housing stock to meet ABAG fair share objectives for April 1995. It also memorializes an exception for Measure A which allows to City to replace 325 affordable housing units.

Habitat for Humanity. Habitat for Humanity International is a nonprofit, ecumenical Christian housing ministry. Through volunteer labor and donations of money and materials, Habitat builds and rehabilitates simple, decent houses with the help of the homeowner (partner) families. Habitat houses are sold to partner families at no profit, financed with affordable, no-interest loans. The Habitat has constructed two affordable units in Alameda.³

HOME. HOME Investment Partnership Act, Title II of the National Affordable Housing Act of 1992. The program provides federal funds for rehabilitating existing rental housing and to acquire, rehabilitate, finance and construct units low income families.

Home Ownership Goal. The City Council adopted a policy in July 1996, to increase home ownership to 60 percent from 44 percent (identified in the 1990 US Census).

Housing Authority. In addition to owning and managing family and elderly housing the Alameda Housing Authority also administers the Housing Choice (Section 8) Rental Voucher Program and provides funding to create and preserve affordable units in the City of Alameda. In recent years the Housing Authority has provided the funding to purchase land for two projects. Projects were developed using the Land Trust Model, which ensures affordability in perpetuity.

³ Retrieved 8/13/01 from Habitat for Humanity's Homepage at <http://www.habitat.org/how/factsheet.html>

The projects, located at 1129 Regent St. and 2201 Santa Clara Ave., resulted in six new homeownership units.

Housing Commission. The Housing Commission is a City commission charged with advising the Housing Authority Board of Commissioners (who are also the City Council) on the availability, development, and maintenance of assisted housing for which the Authority is responsible. The Commission consists of 7 members nominated by the mayor, at least 2 of whom must be AHA tenants (including one senior citizen over 62).

Inclusionary Housing Compliance Plan. The City adopted an inclusionary compliance plan in 1993, which requires residential developers in redevelopment areas to assume the CIC obligation. It requires that at least 15 percent of all new or rehabilitated units in redevelopment areas be available at affordable cost to persons of very low or moderate income (at least 6 percent to very low income households, and 9 percent to low or moderate income households) and remain affordable for the duration of the land use controls established in the redevelopment plan for that area (2023 for WECIP, 2031 for BWIP, and 2041 for APIP).

Lead-Based Paint Hazard Reduction Grants. These grants are designed to reduce lead hazards in housing units occupied by or available to low and moderate income families with young children. The program funding is made available through a HUD grant awarded to the City through its membership in the Alameda County Lead Poisoning Prevention Program.

“Liveaboard” housing. This term describes boatberths in which people reside on their boats. . Ten percent of boats at commercial marinas are permitted to be used as residential housing and in redevelopment areas have an inclusionary requirement.

Low and Moderate Income Housing Fund. This fund is created from 20 percent set-aside tax increment revenues in redevelopment areas and is available to finance low and moderate income housing developments

LPPP. Lead Poisoning Prevention Program - A Joint Powers Agency, partially funded by \$10 per unit assessments on residential units constructed before 1974. The Program also receives federal and state funding to provide education, testing and abatement of lead-based paint. The Community Programs and Assistance Division administers pass-through HUD grants for remediating lead hazards in existing housing in conjunction with its residential rehab programs.

Measure “A”. Prohibits construction of more than two contiguous units (multiple-dwelling unit). The Measure A initiative was passed by the City of Alameda electorate in March 1973 (Article 26 of Alameda Municipal Code); because it is a charter amendment passed through the electoral process, no variances are allowed without a vote of the electorate. A later measure (passed in 1987/88) sets maximum density limits through requiring a minimum lot area of 2000 square feet per housing unit. Measure A does not prohibit boarding houses or motels, because the “unit” definition in Alameda requires a kitchen. The reconstruction of destroyed structures (e.g., by fire) is exempted from these restrictions. The Guyton Agreement also provides an

exemption, which allows AHA to build 325 “replacement units” equivalent to the number of units lost at the former Buena Vista Apartments.

Median Home Value. The median (mid way in the observation count) is one of three measures of an “average”. The other two are “mode” (the most common observation) and “mean” (the sum of numerical observations divided by the count). Median home value in Alameda as of May 2001 is \$394,444 (California Association of Realtors).

Midway Shelter. Midway is the only emergency homeless shelter in Alameda. Operated by the organization Building Futures with Women and Children and owned by the Alameda Homeless Network, Midway provides temporary emergency shelter and meals to women and children. The 24 beds are assigned on a first-come, first-served basis. Support groups, children’s programs, job and housing placement, and other case management services are a core part of the program.

Minor Home Repair Program. Provides grants for up to \$1,000 and zero-interest loans for up to \$5,000 to low and moderate income homeowners for health and safety items, such as roof, plumbing and heating repairs, and replacement of broken windows or doors.

Mortgage Credit Certificate. See Alameda County MCC.

Mortgage qualifications. Typically mortgage lenders look at credit worthiness, debt/income ratio, and employment history in determining if applicants qualify for a loan.

NAS Alameda Community Reuse Plan. As part of the base reuse process, an extensive community participation process was conducted to develop a plan for the reuse and redevelopment of the former Naval base. The plan was adopted by the ARRA in January 1996, and calls for housing for all income levels and the seamless integration of the Alameda Point neighborhoods with existing neighborhoods.

Northern Waterfront Specific Plan (NWSP). Bounded by the Alameda Beltline property at Constitution Way, Minturn Street at Eagle Avenue, and the Oakland-Alameda Estuary, the Northern Waterfront encompasses an area of Alameda that was historically a working waterfront containing light and heavy industrial uses. As recent development in the area has demonstrated, waterfront uses are no longer the strongest economic use of the land. The NWSP, which is currently underway, will look at a full range of land uses that may be appropriate for the changing Northern Waterfront. Additional land for residential uses may be identified as part of the NWSP process.

Partners in Neighborhood Pride. Partners in Neighborhood Pride is a City-sponsored collaboration with owners and managers of rental housing to promote safe, healthy, and attractive apartment neighborhoods. A reference guide details resources for owners to cut costs, decrease vandalism, and increase resident satisfaction.

Playa Del Alameda. The Housing Authority provided a \$240,000 long-term deferred loan to the new purchaser of this project to preserve for 55 years affordable rents in a 40-family unit Section 8 project.

Redevelopment (Affordable Housing). 20 percent of the tax increment generated in redevelopment areas must be set aside for affordable housing, as required by California Redevelopment Law. In addition, at least 30 percent of all housing units developed by any Agency must be affordable to low and moderate income people, and at least 15 percent of all new or rehabilitated units developed privately must be affordable to persons of low or moderate income, including at least 6 percent for very low income households.

Rent Review Advisory Committee (RRAC). Since 1979, the Rent Review Advisory Committee has heard complaints of rent increases and made recommendations to tenants, owners and the City Council regarding rental housing in Alameda. The committee is appointed by the City Council and serves an advisory role. Since its inception, the committee has successfully mediated more than 225 cases of rent increases, obtaining commitments from property owners to rescind, roll back or otherwise restructure disputed rental increases. In recent years the RRAC has had an increase in the number of complaints of large rent increases and multiple rent increases within a year. CDBG funds support the RRAC.

Rental Rehabilitation Program. A loan program for property owners of low and moderate income rental units. Owners can qualify for loans of up to \$24,000 per unit at 2 percent interest rates.

Section 8. Now called Housing Choice Vouchers, these are monthly rent supplements for private or public apartments for very low to low income households, using Federal assistance. This program is administered in the by the Alameda Housing Authority.

Self-Help in Rehabilitation. Promotes self-help techniques to reduce rehabilitation costs. This program may also soon include City provision of technical assistance concerning permit-processing, preparation of financing applications, and owner management of the rehabilitation work.

Senior Housing Project. There has not been a new senior housing project built in Alameda in a decade. It is possible that the former Navy Bachelor Officer's Quarters at Alameda Point may be the next project. It presently has a very low income housing covenant of 30 units purchased with \$310,000 of Business & Waterfront Improvement Project (BWIP) funds. It is proposed that the entire building be rehabilitated into 210 SRO and rental units for seniors, as part of the Alameda Point initial redevelopment effort.

Sentinel Fair Housing. The City of Alameda is committed to affirmatively furthering fair housing. Sentinel Fair Housing is contracted by the City to counsel tenants and landlords on their rights and responsibilities, mediate property owner/tenant disputes, and investigate complaints of housing discrimination.

Spirit of Hope. This 45 unit project is a component of an agreement between the Alameda Reuse and Redevelopment Authority and the Alameda Point Collaborative that provides 200 transitional and permanent housing units for formerly homeless families. UA Housing received funding from the City for rehabilitation of 30 units in this project.

State and Federal Rehabilitation Financing Programs. The City currently administers funds from the Rental Rehabilitation grant, California Disaster Assistance (CAL-DAP), California Housing Rehabilitation (CHRP-O) funds, and the HUD Lead Control Grant Administration.

Subdivision Regulations. Applies to division of any real property (including contiguous lots with same owner, unless excepted by CA Subdivision Map Act) or condominium project into two or more parcels. The City Planning Board is the advisory agency for subdivisions. Preliminary Plan includes: approximate design and dimension of streets and lots, proposed public areas as relevant, and relationship of the foregoing to adjoining developments, topographic and water features, homeowners organizations, covenants and restrictions, home size and cost ranges, variations in setbacks/plans/elevations, utilities, water areas (or condominium conversion if that is first required). Requirements for Tentative Map and Parcel maps are extensive, but parcel maps may be waived by the City Council if the land complies with state law and the municipal code regarding area, improvement & design, drainage, improved public roads, sanitary facilities, water supply, and environmental protection, and no public improvement will be necessary or desirable due to the proposed subdivision. The Planning Board shall review subdivision proposals "as to their excellence of design and improvement, suitability of existing and proposed land use relationship, conformity with zoning and other standards and regulations, and conformity with the various elements of the General Plan. The Planning Board may require that the subdivider reserve, or may suggest the desirability of his dedicating suitable areas for schools, parks, and playgrounds and other public sites which will be required for the use and service of the persons who will occupy the subdivision under the plan of proposed property uses."

Substantial Rehabilitation Program. This program provides financial and technical assistance (funded by CDBG) to property owners to create or reclaim housing units in vacant or underutilized spaces within the footprint of existing structures. In exchange for below market-rate loans, owners must rent the units to very low income tenants for 15 years. A Preliminary Design Services grant helps owners resolve planning, historic preservation and design/engineering issues before proceeding with the project.

Teachers/Classified Employee Homeownership Program. Like most cities in the central Bay Area, affordable housing for public education workers is a critical community concern. The proposed program will utilize Alameda dedicated housing funds in conjunction with the AUSD pass-through portions of 20 percent set-aside fund, funds to develop housing for employees of the Alameda Unified School District.

Unit (Housing in Alameda). A residential unit in Alameda includes a kitchen as opposed to an SRO room, residential care room, and hotel room which are not units because they have no kitchen.

Weatherization Cash Grant Program. For customers with electric heat, AP&T pays 80 percent of the cost of Weatherization and the customer pays 20 percent.

WECIP. West End Capital Improvement Project is located generally along the Oakland/Alameda estuary between Webster and Sherman. It was established in 1983 to use tax increment to repay debts for public infrastructure improvement for Marina Village. An agreement with the Housing Authority provides 65 inclusionary units including 29 very low income units. The development agreement with Marina Village developers requires that 95 percent of non-housing revenues be allocated to reimburse property owners for special property tax assessments related to public improvements in the Marina Village development until 2002.

U.C. BERKELEY LIBRARIES



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